



A Road Safety Strategy for Birmingham

October 2016

Foreword



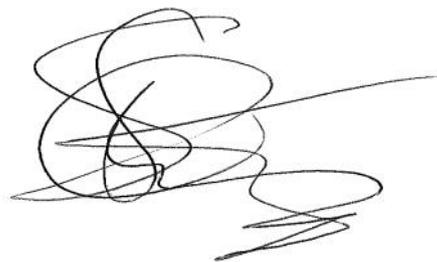
We are all road users – as pedestrians, cyclists, passengers or drivers, road safety issues affect us all. Collisions on our roads can have an all too devastating impact on the lives of individuals, friends, families and communities.

Our city is growing rapidly and we want to create a place where people have the opportunity to succeed. Safer Roads, as part of our wider vision to improve the transport network, are vital for improving inclusive access to education, training, jobs and other key services. Improved road safety is essential to ensure that we see the increase in walking and cycling necessary to create the healthier, greener city set out in our Birmingham Connected transport vision.

I would like to thank everybody who gave us their views during the public consultation on this strategy. Your views, and the support of many partners, including RoSPA, have been invaluable in developing this important document.

A range of organisations have a role in ensuring that everybody feels safe travelling in our city. When resources and budgets are limited, partnership and informed prioritisation will allow us to have the greatest impact possible.

I am therefore pleased to present this strategy, working with West Midlands Police, West Midlands Fire Service, and the other partners within the Birmingham Road Safety Partnership. Road Safety is not just about how our roads are designed, it is about how we use them and we all have a part to play by travelling responsibly and safely.



Councillor Stewart Stacey
Cabinet Member for Transport and Roads

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01 Policy Context

The council has a statutory duty to conduct collision studies, use engineering measures to reduce collisions, and to promote road safety either on its own or in partnership with other local authorities and organisations. This Road Safety Strategy has been developed in the context of this duty and in accordance with the Department for Transport's Strategic Framework for Road Safety. The framework promotes a vision for continued improvement in road safety and reduced numbers of road traffic collisions, and is especially focused on vulnerable groups. It highlights the role of improved technology, behaviour change, training and education in achieving this vision.

The council aspires to create a road safety culture throughout the city, to ensure that roads are as safe as they can be and that all road users have the knowledge and skills to use the roads safely. The World Health Organisation/United Nations safe system approach has been adopted to guide this. This extends beyond seeking to change people's behaviour to also include consideration of the road space, vehicle design and vehicle speed. The approach accords with Birmingham Connected, which seeks to achieve an accessible, reliable, safer and healthier transport system to support economic growth.

National Policy

Section 39(2) of the Road Traffic Act 1988¹ sets out the statutory duty for highway authorities to promote road safety. The Act states that each highway authority is required to *'prepare and carry out a programme of measures designed to promote road safety, and may contribute towards the cost of measures for promoting road safety taken by other authorities or bodies'*.

Section 39(3) of the Act (amended by **New Roads and Street Works Act 1991²**) states that the highway authority must also carry out crash studies on roads within their area, and take appropriate measures to prevent collisions, including:

- The dissemination of information and advice;
- Practical training to road users;
- The construction, improvement, maintenance or repair of roads; and
- Other measures for controlling, protecting or assisting the movement of traffic on roads.

In constructing new roads, the highway authority must take appropriate measures to reduce the possibilities of collisions.

Section 16 of the Traffic Management Act 2004³ requires local authorities to manage and maintain the road network and reduce traffic congestion through a range of measures and powers for regulation and enforcement. The Act also requires the local highway authority to have regard to road safety in applying these provisions.

In May 2011 the Department for Transport (DfT) published its **Strategic Framework for Road Safety⁴** that sets out the framework for local authorities to develop local road safety policies and strategies as well as national measures for implementation by the DfT and their agencies. In this framework, national government recognises its continuing leadership role on road safety which includes: delivering better driving standards and testing; enforcement; education; managing the strategic road infrastructure; and supporting local delivery through research and the collation and provision of public information.

The framework's vision for road safety includes:

- Commitment to ensure that the trend of continuous improvement in road safety over previous decades and in recent years is maintained;
- Reducing the incidence of road collisions in vulnerable groups, particularly cyclists and children;
- Improving technology to transform the way we drive and use roads, to protect all road users; and
- Training and education for children and for new and inexperienced drivers.

The outcomes of the framework are measured against the number of road deaths and rate per billion vehicle miles:

- Motorcyclist deaths per billion vehicle miles;
- Car occupant deaths per billion vehicle miles;
- Pedal cyclist deaths per billion vehicle miles;
- Pedestrian deaths per billion miles walked; and
- Number of deaths resulting from collisions involving drivers under 25.

In a comparison of local highway authorities, the framework identifies Birmingham as having more than a 40% reduction in reported killed and seriously injured casualties per billion vehicle miles between 1994 - 1998 and 2007 - 2009.

Work carried out by the council and its partners contributes to the framework's aims by:

- Providing road safety education, training and publicity for all road users;
- Maintaining the highway and equipment such as street lights, traffic signals and traffic signs to a high standard;
- Delivering general highway improvements, e.g. new pedestrian crossings, cycle lanes, red routes, constructed to appropriate design standards; and
- Undertaking formal safety audits of individual highway improvement schemes during design and construction phases.

The Equality Act 2010⁵ Sets out how local authorities must act in order to prevent and address discrimination when providing goods facilities and services to the public. A right of access applies to the road environment as well as

buildings and needs to be considered as an integral component of providing a safe, inclusive and accessible environment for all people, including those with disabilities.

In this context, **Birmingham Connected⁶**, the council's long-term strategy for transport, includes a commitment to the principle that, *"for any transport scheme proposed in Birmingham the needs of people with disabilities will be fully taken into consideration"*.

Birmingham Connected also includes a table of considerations, a design reference guide and a checklist of design considerations to ensure schemes cater for various user groups that identify as disabled.

West Midlands Combined Authority Policy

Movement for Growth⁷, The West Midlands Strategic Transport Plan sets out the West Midlands Combined Authority's strategy for transport for the next twenty years. This will be led by Transport for West Midlands (TfWM), the transport arm of the Combined Authority. Its vision includes the following objectives which have informed this document:

- Maintain and develop our transport infrastructure and services effectively to help ensure they are safe and easily accessible for all; and
- Reduce transport's impact on our environment – improving air quality, reducing carbon emissions and improving road safety.

Within the policies which support this vision is Policy 13 - To significantly reduce road traffic casualty numbers and severity.

The plan includes proposals for a new road safety strategy for the West Midlands which will seek a reduction of 40% in the number of killed or seriously injured collisions within ten years from a 2015 base, whilst increasing the amount of cycling and walking in the metropolitan area.

01 Policy Context

West Midlands Fire Service

In **The Plan 2016-2019**⁸, the West Midlands Fire Service sets out a key 'Prevention Priority' that 'activities will support a reduction in the number of people killed or seriously injured on the roads'. The plan states that prevention services will focus on public involvement and education, working with partner organisations, and targeting schools, communities and vulnerable people with advice and guidance, placing a particular focus on social inequalities.

The Fire Service educate road users and pedestrians about the risks and consequences of dangerous driving, providing education in schools, colleges and at their Safeside educational centres.

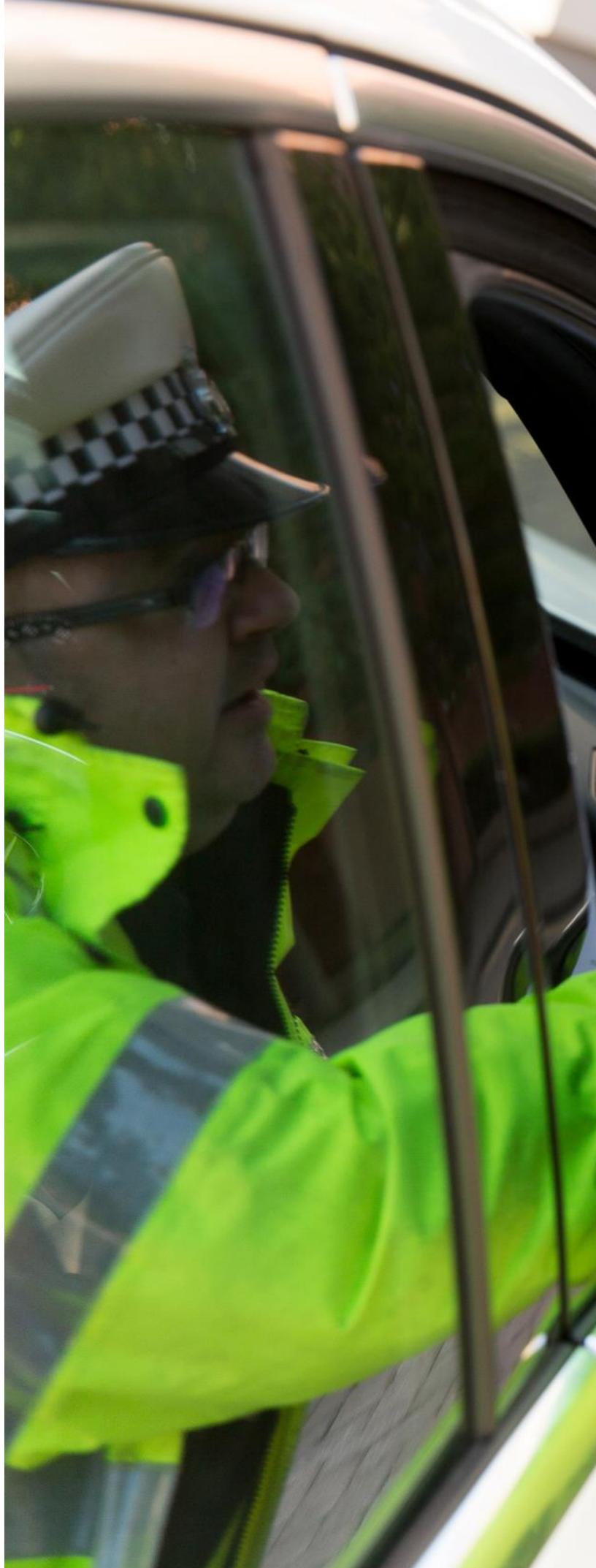
Collaboration and partnership is a key principle for the Service, and they aim to achieve efficiencies by working with partners to reduce demand on other public services such as the health sector and local authorities.

West Midlands Police

Pride in our Police, The West Midlands Police and Crime Plan 2015-16⁹ includes a key performance measure of 'fewer people killed and seriously injured on the roads'.

The Plan details how the Police will work towards 'a safe and secure road network' as well as 'The Safer Travel Plan' which aims to reduce crime and anti-social behaviour on public transport. The Safer Travel Plan is a collaborative process with other partners.

Detailing plans for a safer road network, the Police identify the 'Fatal 5': excess speed, dangerous driving, use of mobile phones/electronic devices, failure to wear seatbelts and drink or drugs. They will seek to address the 'Fatal 5' through multi-sector preventive strategies with partners in health, transport, finance, justice and environment. The Police will encourage the reintroduction of digital road safety cameras across the West Midlands, in partnership with local authorities.





01 Policy Context

Local Policy

Birmingham Connected⁶, the city's long-term strategy for transport, sets a new direction and reinforces transport's role in creating a successful, vibrant, healthy and green city. It ushers in a new era of choice for moving people and goods, delivering and improving infrastructure, and funding.

The vision of Birmingham Connected is *'to create a transport system which puts the user first and delivers the connectivity that people and businesses require. We will improve people's daily lives by making travel more accessible, more reliable, safer and healthier and using investment in transport as a catalyst to improve the fabric of our city. We also want to use the transport system as a way of reducing inequalities across the city by providing better access to jobs, training, healthcare and education as well as removing barriers to mobility'*.

Birmingham Connected's core objectives are:

- Efficient Birmingham - facilitating the growth agenda;
- Equitable Birmingham - linking communities and improving access to jobs and services;
- Sustainable Birmingham - reducing energy consumption;
- Healthy Birmingham - improving health standards through active travel; and
- Attractive Birmingham - enhancing the quality of the urban environment.

Birmingham Connected supports the **Birmingham Development Plan**¹⁰, the council's statutory framework to guide decisions on development and regeneration up to 2031. The plan specifies how and where new homes, jobs, services and infrastructure will be delivered and the type of environments that will be created. There is a parity between the quality of environment and road user risk. Ensuring that our neighbourhoods are well planned to reduce levels of traffic and traffic speeds and to provide quality places is also important in helping to address road safety. Research for the DfT found that road user risk was higher among more deprived communities who were more likely to be:

- living in more hazardous environments, such as older style developments, with dense housing and proximity to high volumes of fast moving traffic and high levels of on street parking;
- having lifestyles with higher levels of exposure to road traffic risk, such as being less likely to be able to afford access to a car and more likely to walk; and
- not having access to safe spaces and supervised facilities for children and young people, meaning there are fewer alternatives to streets/roads as places to socialise and play outside the home.

The council will promote healthier and more active travel and remove barriers to walking and cycling. The Cycling and Walking Strategy will consider the health characteristics of Birmingham's communities and the activities and infrastructure required to encourage people to walk and cycle more. This will result in more pedestrians and cyclists using Birmingham's roads and it is important to ensure their safety.

Safe System Approach

The 'safe system' approach, as advocated by the United Nations and the World Health Organisation in the **Global Plan for the Decade of Action for Road Safety 2011 – 2020**¹¹, recognises that:

- We can never entirely eradicate road collisions because there will always be some degree of human error;
- When collisions do occur the human body is inherently vulnerable to death or injury; and
- Because of this, we should manage our infrastructure, vehicles and speeds to reduce crash energies to levels that can be tolerated by the human body.

The goal of a safe system is to ensure that collisions do not result in serious injury. Road users, vehicles and the road network/environment are addressed in an integrated way, through a wide range of interventions, with greater attention to speed management and vehicle and road design than in traditional approaches to road safety.

The approach has been adopted in countries such as the Netherlands, Sweden and New Zealand, and components of the approach have been adopted in the **Safe Streets for London**¹² action plan.

The safe system approach identifies five pillars for delivery which are consistent with the themes of this strategy:

- Road safety management;
- Safer roads and mobility;
- Safer vehicles;
- Safer road users; and
- Post-crash response.

Vision

Road safety is critical to delivering the Birmingham Connected vision and it is important that roads are as safe as possible, and that users are appropriately informed on how to use them.

The Strategic Outcomes for Road Safety in Birmingham are:

- A reduction in the number and severity of road traffic collisions;
- A reduction in the number of people killed or seriously injured as a result of road traffic collisions;
- A reduction in the total cost to society of collisions;
- More people making their journeys on foot or by bicycle;
- More children walking and cycling to school; and
- Improved air quality.

These outcomes will be achieved through a programme of evidence-based actions. The action plan outlines a mix of engineering, enforcement and compliance activities and educational interventions. The council and its partners will also seek to address people's perceptions of road safety, which can be a barrier to the uptake of more sustainable and active forms of transport. New developments in technology and innovation will play a key part in the action plan. The council will work with, and support, partners to influence these developments.



01 Policy Context

Figure 1 sets out the framework within which the vision and measures have been developed, incorporating three key themes:

Safer roads provides the approach towards ensuring that the city's roads are maintained, operated and improved in as safe a way as possible.

Safer people sets out how targeted interventions will use a programme of education, training, enforcement and promotional activities to encourage more sustainable and active travel.

Safer vehicles provides an overview of how the council and partners will enforce, lobby and encourage compliance with regulatory standards, and the adoption of best practice, to ensure that vehicles using our roads are as safe as possible.

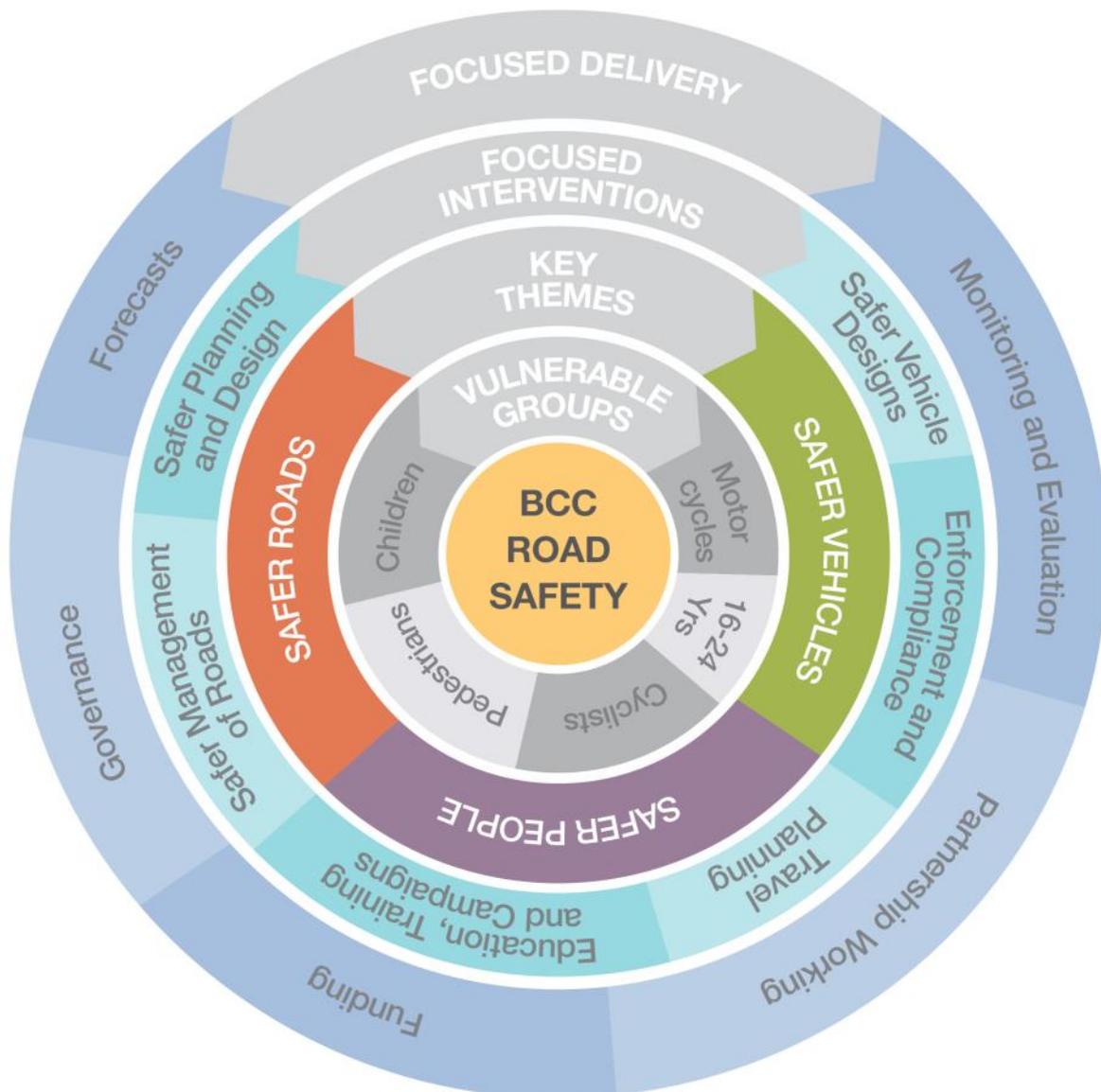
Partnership Working

Road Safety as an issue covers multiple policy areas for the council, including transport, public health, education, housing and planning.

Delivery of road safety activities is undertaken in partnership with other organisations including: the emergency services; public health bodies and NHS providers; neighbouring authorities; and third and private sector organisations such as the Royal Society for the Prevention of Accidents (RoSPA). The council also works with local communities and individuals who have been affected by road traffic incidents to help to deliver road safety messages within the community.

Road safety delivery needs to be co-ordinated to maximise the benefits of the limited resources

Figure 1: Road Safety Strategy Vision





available. Partnership working is essential given the complexity and impact of road safety, and to bring together resources, knowledge, innovation and expertise. This strategy highlights much of the joint working undertaken in road safety education and enforcement.

Working with West Midlands Police and West Midlands Fire Service, a new Birmingham Road Safety Partnership has been established with a remit to co-ordinate and oversee the delivery of road safety activities across the city. In addition, the membership will also include third sector organisations with a focus on road safety and sustainable travel, and Highways England.

The Partnership will develop and deliver against a detailed action plan which will be reviewed

regularly and will be based on the high level actions set out in this strategy. This work will be evidence led to ensure that resources are targeted appropriately. In addition it will also allow the Partnership to respond to emerging road safety concerns as and when they develop.

02 Understanding Road Safety in Birmingham

Each day in Birmingham, on average, ten people are injured in road traffic collisions. One of these injuries is serious.

Once a fortnight, on average, someone is killed on our roads.

Every year, road collisions in Birmingham cost the economy an estimated £176 million¹³.

A good understanding of the nature and causes of collisions ensures that the response from the council and its partners is appropriate, and is focused on measures that can make a difference. In this process of analysis, it is necessary to recognise that some collisions result from individual behaviours such as lack of attentiveness, inappropriate manoeuvring or driving speed. Mistakes are human and it is very difficult to mitigate against all of them.

Set out in this chapter is a brief overview of Birmingham's road safety data. This generally shows good progress on tackling the problems in the city through engineering measures as well as training and promotional activities. There is always more that can be done, and the data analysis is used to inform the strategy and to ensure targeted and appropriate actions that will further reduce the numbers of collisions and casualties.

Road Safety Data – Overview

This chapter provides a high level overview of road safety data for Birmingham.

A detailed analysis of the evidence base has informed the development of the action plan and additional supporting documents are available via the council's website at www.birmingham.gov.uk/roadsafety.

Collision and Casualty Data Sources

The road safety analysis presented in this section is primarily based on the STATS19¹⁴ collision data and socio-demographic classification of the city's households from the Experian Mosaic dataset.

Collision and Casualty Categories

Road safety data includes information about collisions and about the casualties (people) involved in collisions. As one collision may result in several casualties, the number of casualties in any year is greater than the number of collisions.

Casualties are categorised by severity as:

- Fatal - injury resulting in the death of a casualty within thirty days of the collision;
- Serious - injury including fracture, internal injury, concussion, severe shock, severe cuts, detention in hospital; and
- Slight - injury including sprains, whiplash, bruises, slight cuts.



Collisions are categorised by the most severe casualty category. So if, for example, a collision results in three casualties – one fatal, one serious and one slight – the collision is categorised as fatal.

When reporting on road safety data, the fatal and serious categories are often combined to highlight the collisions or casualties with the greatest human cost. These are referred to as KSI (killed or seriously injured).

Analysis by Location

Analysis can be undertaken based on the locations where collisions took place and also based on the home location of people who are involved in the incident (the casualties).

This chapter first considers data from collisions that occurred within the Birmingham boundary, then goes on to some analysis of the involvement of Birmingham residents in collisions, wherever in the country these collisions occurred.

Perception of Road Safety

While the actual numbers of collisions and casualties can be quantified and measures targeted accordingly, it is the perception of risk viewed by individuals, as opposed to the actual risk, which frequently determines the acceptability or success of any interventions. Perceptions of risk can act as a barrier to improved road safety and to the take up of active and sustainable modes of travel. The council's Cycling and Walking Strategy will seek to address poor perceptions of safety and personal security through promotional activities and improved infrastructure that encourages walking and cycling.

The **Birmingham Transport Study 2012/13**¹⁵ asked a range of questions about transport to a representative group of 1,000 residents from the Birmingham People's Panel. When asked what was the greatest influence on transport choice, safety was given the highest rating (23% of respondents chose 'concerns about safety (e.g. road/rail safety, personal security, etc.)' as the most important factor). In particular, this was the case for women, households with children, and people aged 25-34. However, few respondents

identified concerns about safety as a reason for changing travel mode, or as a reason why they might change travel mode in future.

External Factors

There are numerous factors beyond the control of authorities which also influence the number of collisions. For example:

- **The economy:** worsening economic conditions can result in fewer journeys and a change in driver behaviour to use less fuel;
- **Weather conditions:** for example, heavy snow results in slower vehicle speeds, so although there may be an increased risk of a collision, the outcome is usually less severe. Fine weather sees an increase in use of more vulnerable modes such as motorcycling, cycling and walking;
- **Time of year:** more collisions are reported in late Summer and Autumn months due to the increasing hours of darkness; and
- **Migration:** people arriving from outside the UK may be less familiar with the conditions, rules and conventions of the roads and thus more likely to be involved in a collision.

Comparisons of road collision reports with death registrations show that very few, if any, crash fatalities are not reported to the Police. National Travel Survey¹⁶ data suggests that 48% of injury collisions are not reported to the Police and thus cannot be included in any data analysis. 27% of non-injury collisions are reported to the Police¹⁶, but these are not recorded on the STATS19 database and again, are not included in the analysis.

02 Understanding Road Safety in Birmingham

Road Traffic Casualties on Birmingham Roads

Birmingham, in common with many other authorities across the UK, has experienced significant reductions in reported traffic related casualties, with a 32% reduction between 2000 and 2015. Figure 2 shows this change over time, which is in keeping with the national trend.

This fall in total casualties suggests that road safety interventions have had an effect and may also be due to improvements in vehicle design and in the quality of medical care, especially at the roadside.

Despite this positive longer term trend, the total number of casualties has been rising year on year since 2012.

The recent increase is in the number of slight casualties; fatal and serious casualties still follow a downward trend and, as seen in Figure 3, have remained fairly constant between 2008 and 2015. The 2014 figure of ten fatal casualties was unusually low.

The rise in slight casualties since 2012 is of concern; however it is difficult to attribute an explanation to this with a limited data set. It could

be attributable to the increasing population of the city. National research by the Department for Transport links road safety to economic factors, demonstrating that economic growth brings an increase in collisions due to increased traffic flows. So the fluctuation could relate to an upturn in the regional economy. The council will continue to look at location-based patterns to ascertain if particular locations are seeing a significant increase and to deal with these accordingly.

Figure 4 shows that the highest percentage of road casualties in Birmingham are drivers and passengers in cars and taxis at 63%. This is followed by pedestrian casualties that make up 19% of total road casualties in Birmingham.

Figures 5 and 6 show KSI casualties. Pedestrians and the occupants of cars/taxis result in the highest numbers of casualties killed or seriously injured, as seen in figure 5. However, when compared with the split of all casualties, occupants of cars/taxis are actually underrepresented. Figure 6 compares KSI casualties with all casualties, illustrating that motorcyclists, adult and child pedestrians and pedal cyclists are overrepresented, meaning that they are more likely to be killed or seriously injured in the event of a collision.

Figure 2: All road casualties in Birmingham (2000-2015)

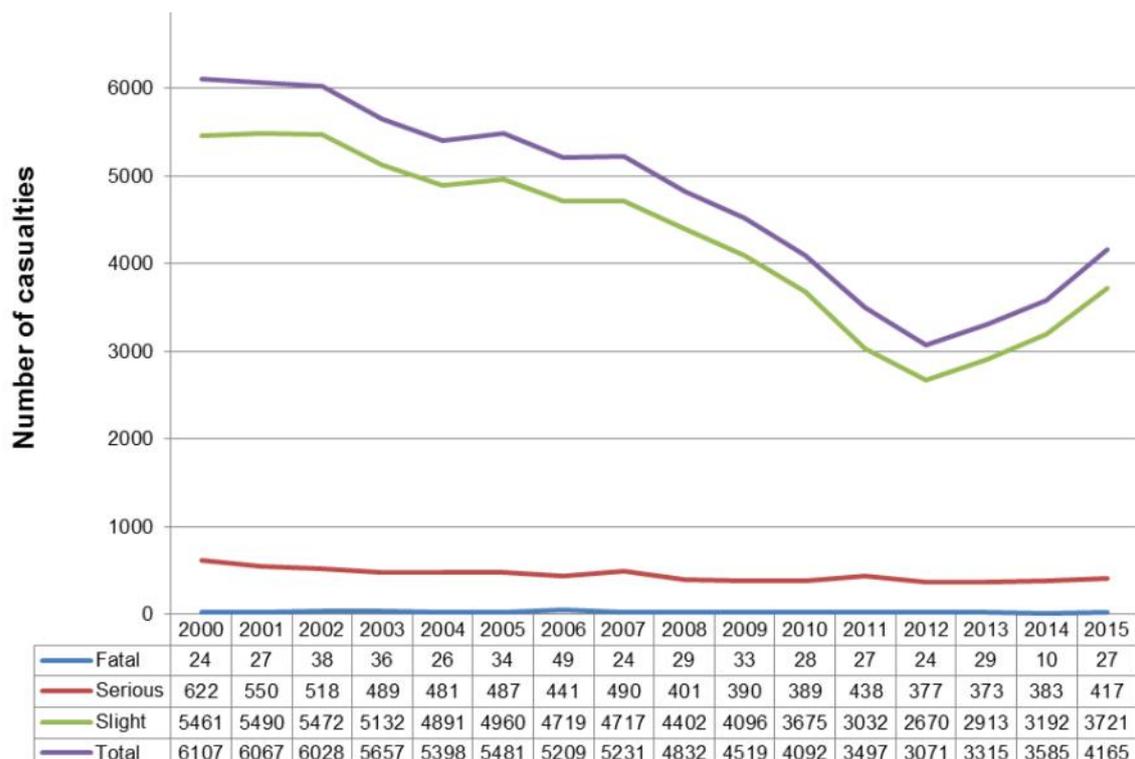


Figure 3: KSI casualties in Birmingham (2000-2015)

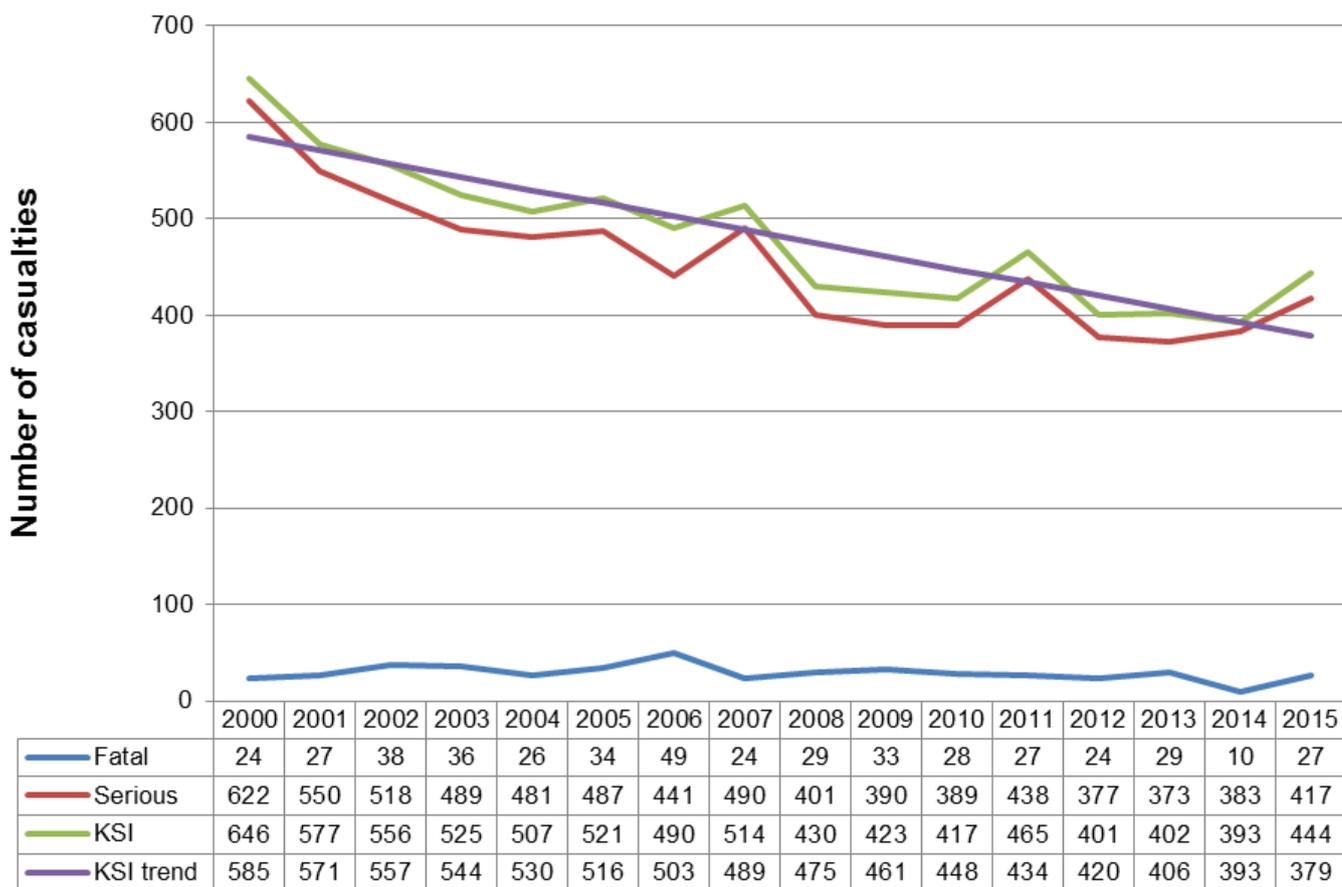
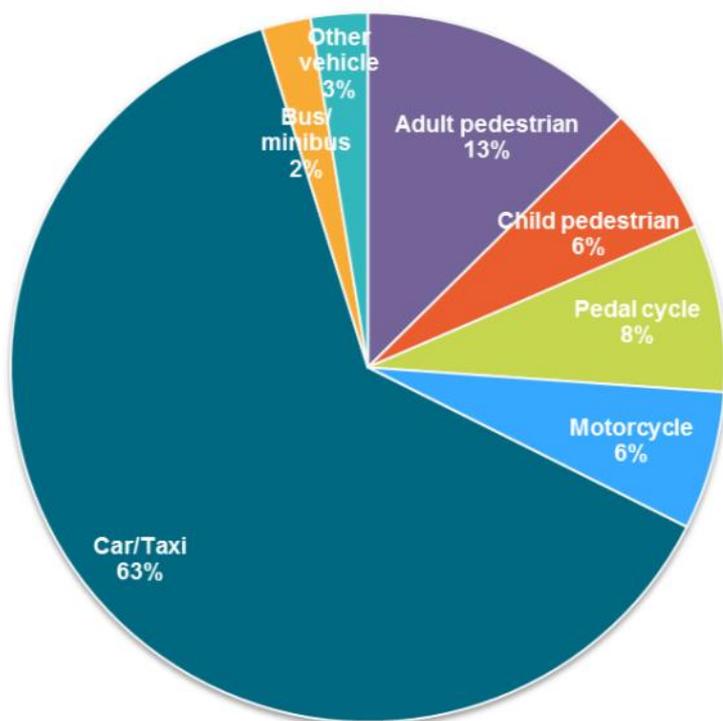
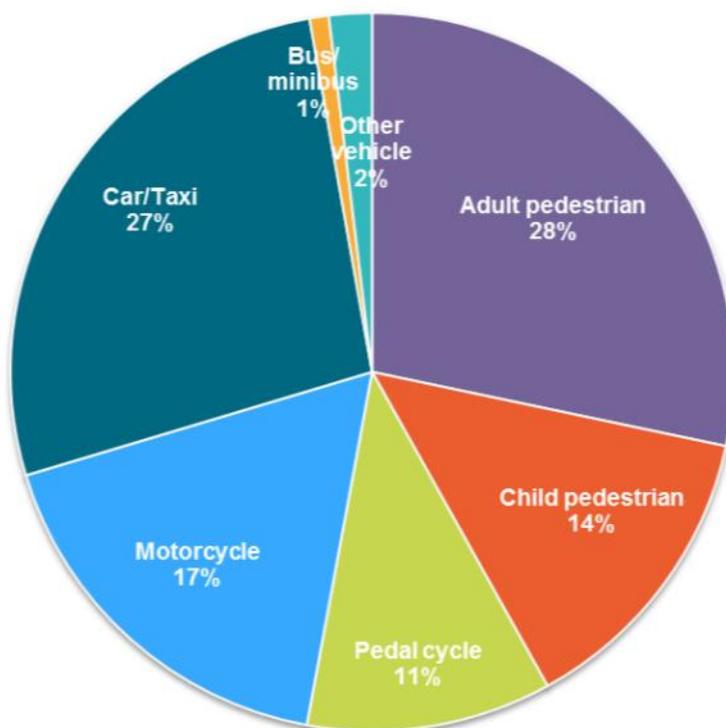


Figure 4: All road traffic casualties in Birmingham, 2011 – 2015, by travel mode



Total: 17,532 casualties

Figure 5: KSI road traffic casualties in Birmingham, 2011 – 2015, by travel mode



Total: 2,091 casualties

02 Understanding Road Safety in Birmingham

Figure 6: KSI casualties in Birmingham by mode, compared to all casualties, (2011 - 2015)

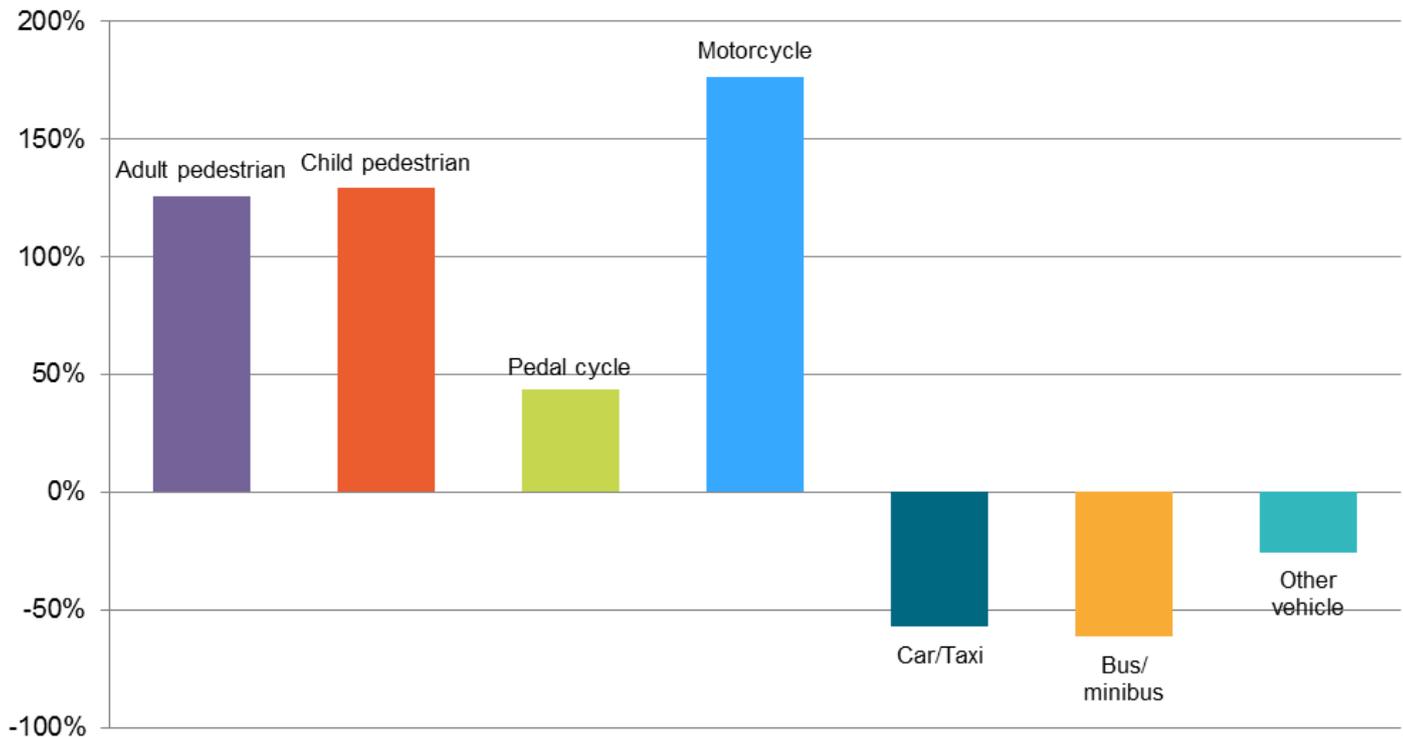


Figure 7 shows the modal split for all journeys made in Birmingham taken from the West Midlands Household Travel Survey¹⁷. This highlights the overrepresentation and underrepresentation of some road users in comparison to their overall mode share. For example motorcycles account for less than 2% of journeys in Birmingham yet account for 17% of KSIs on the city's roads, while bus travel has a mode share of 18% yet accounts for just 2% of all casualties.

At a local level, data does not allow for an accurate evaluation of casualty rates against distance travelled by different modes of travel. However this is an important consideration for demonstrating which road users are most at risk. Department for Transport analysis at a national level, shown in figure 8, reinforces that pedestrians, cyclists and powered two wheeler drivers are the most vulnerable road users. It also highlights that the risk of being involved in a fatal collision is highest for those on a powered two wheeler, at one death for every 8.2 million miles travelled nationally.

More men are injured in collisions than women;

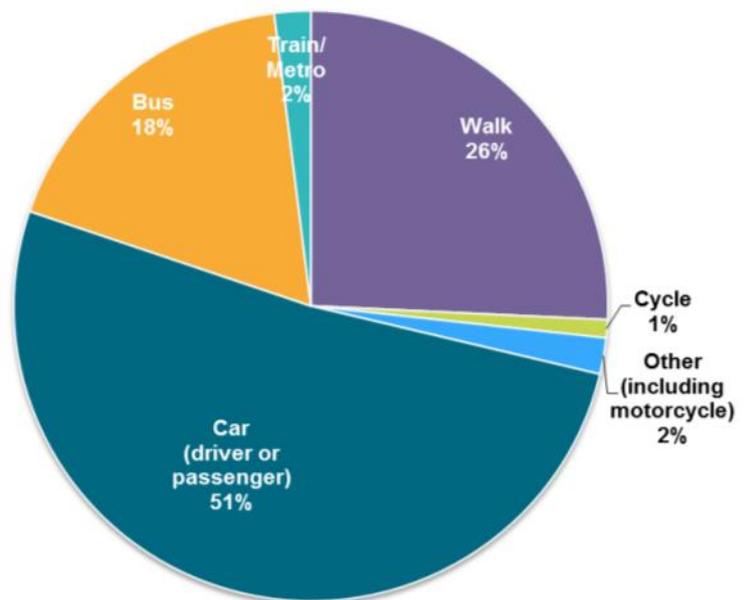
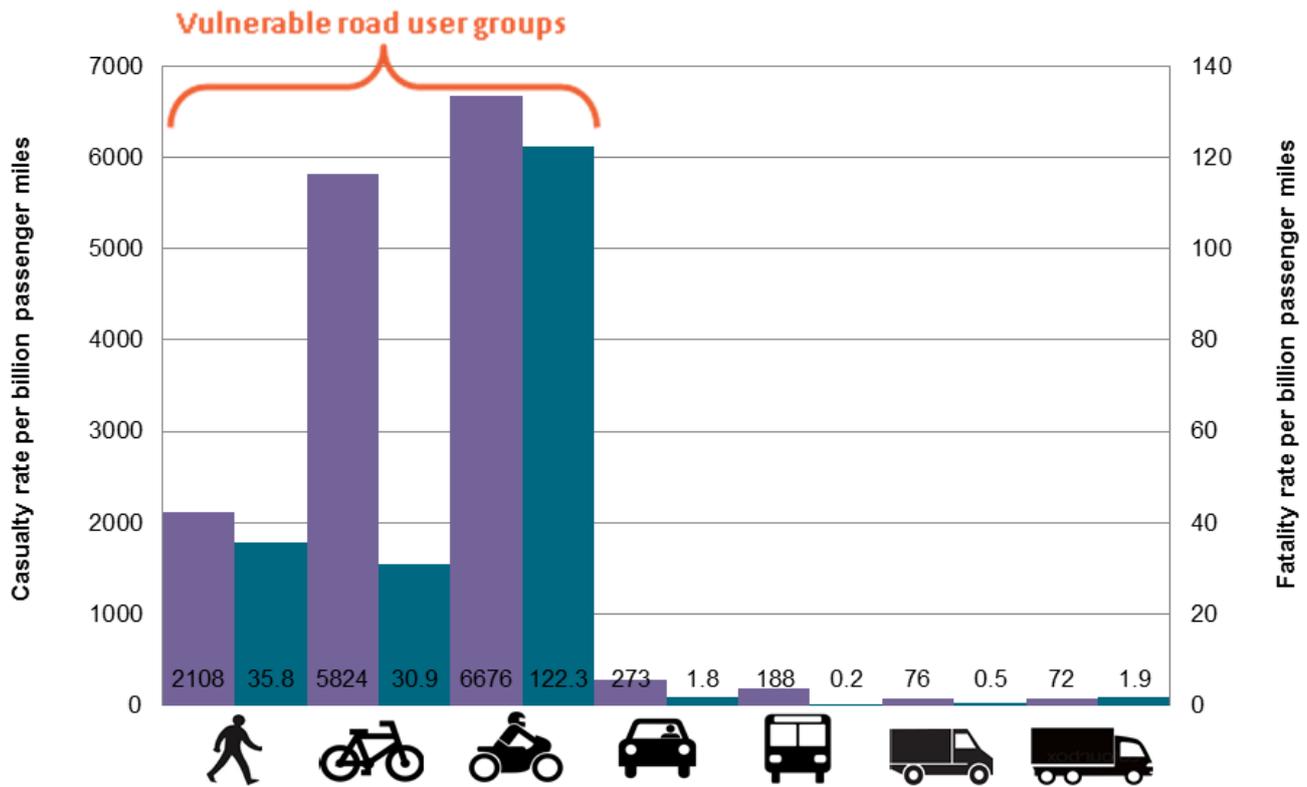


Figure 7: Mode Split of journeys made by Birmingham residents

for the years 2011-2015, 71% of KSI casualties, and 59% of all casualties in Birmingham were male. Figure 9 shows that male road users aged 20-29 constitute the highest proportion of casualties in Birmingham's road traffic collisions.

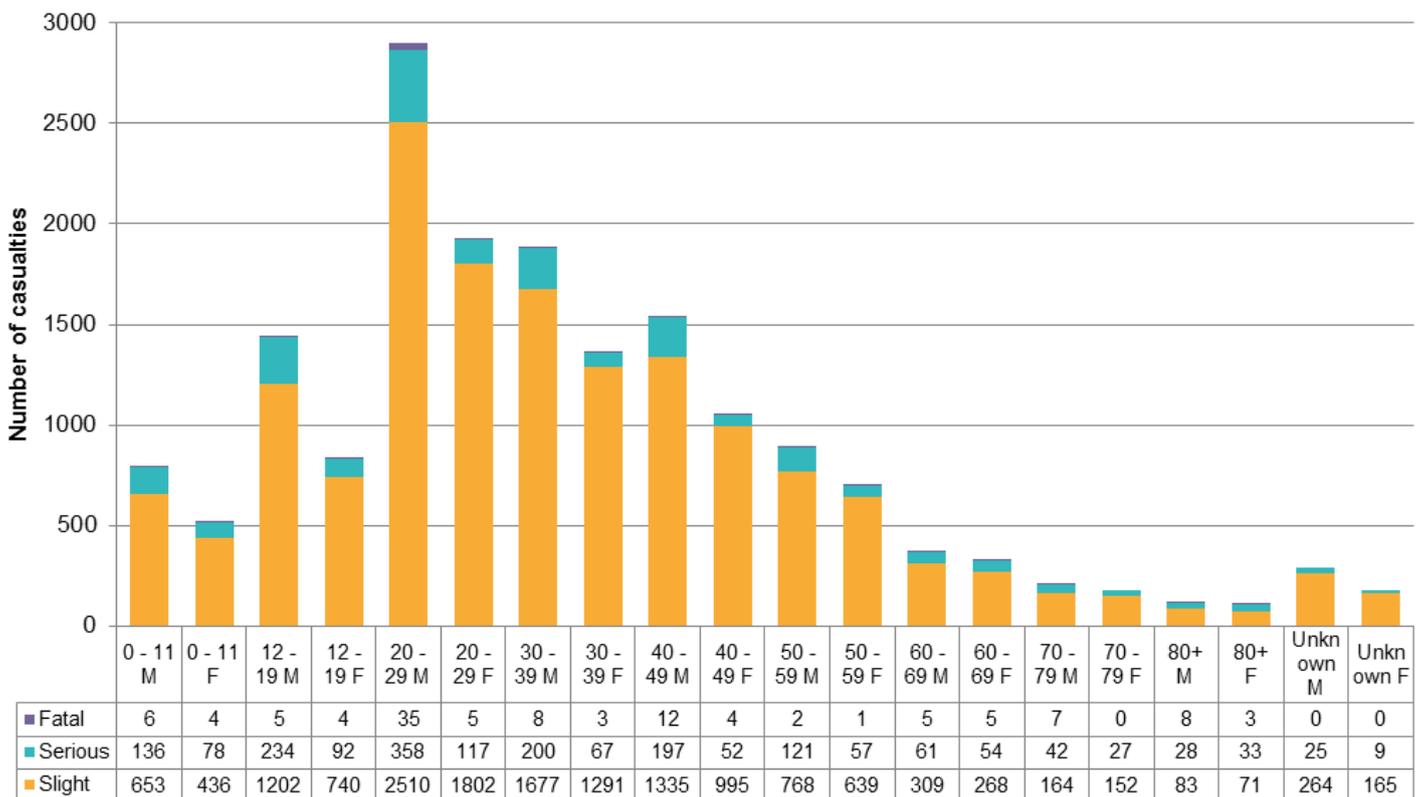
Figure 8: Casualty and fatality rates per billion passenger miles by road user type: Great Britain 2013

(Source: Department for Transport, Reported road casualties in Great Britain: main results 2015¹⁸)



* Pedestrian and bus passenger based on 2014 mileage figures scaled up for population growth.

Figure 9: Road traffic casualties in Birmingham by gender, age and severity (2011-2015)



02 Understanding Road Safety in Birmingham

In the last five years, 30% of all fatalities were males aged 20-29.

The districts of Hodge Hill, Hall Green and Yardley have the highest overall casualty rates, with the lowest levels of casualties found in the district of Sutton Coldfield.

As part of understanding road safety issues it is important to consider additional factors alongside the data, for example social background and geographical locations. This is illustrated further in Figure 10 which shows the geographical spread and frequency of road traffic collisions in the city.

From Figure 10, it can be seen that most collisions tend to be on main roads and/or at major junctions. Nationally, about 75% of cycling collisions happen at or near a road junction, with roundabouts being particularly dangerous junctions for cyclists¹⁹. Similarly, there are high levels of collisions in busy local centres where there are higher traffic volumes, large numbers of pedestrians and cyclists and significant numbers of people crossing roads. These much higher levels of exposure and interaction between motor vehicles and pedestrians increase the opportunities for, and likelihood of, collisions.

Key Issues

There are particular road user groups which are more likely to be involved in collisions in Birmingham, and to be killed or seriously injured. For the purposes of this strategy these are defined as 'vulnerable road users'. These are:

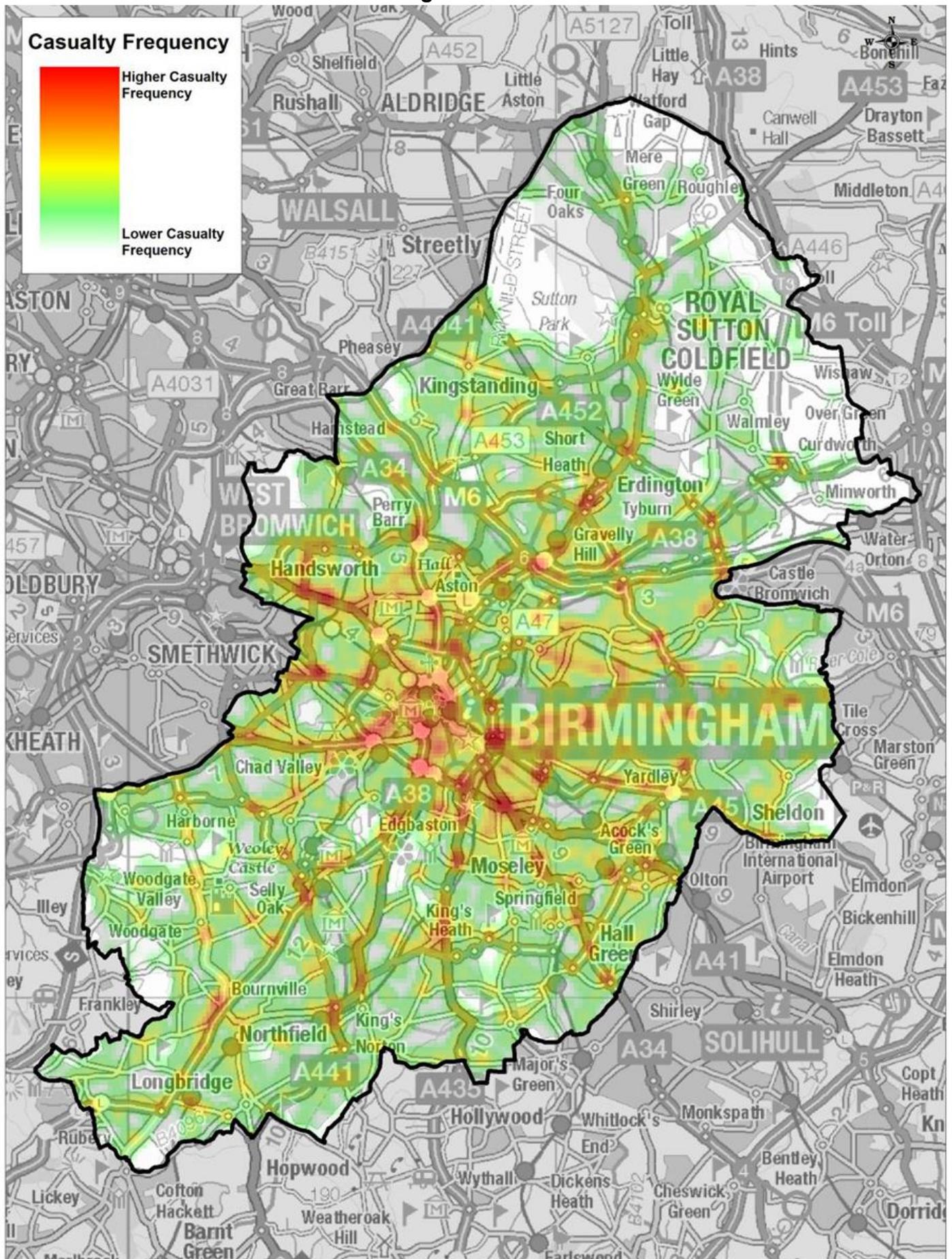
- Children, particularly child pedestrians and child cyclists;
- Adult pedestrians;
- Cyclists;
- 16 to 24 year olds, particularly males; and
- Motorcyclists.

Drivers and passengers of cars/taxis make up the greatest proportion of road traffic casualties. However, cars and taxis are also overwhelmingly the most common travel mode, and so the number and severity of casualties are not as high when considered as a rate relative to exposure. Cars and taxis have therefore not been included in the vulnerable user category.

It is important to understand the data and undertake baseline analysis of each of the vulnerable groups to effectively tailor interventions to the road users and communities most in need.



Figure 10: Spatial distribution of all road traffic casualties in Birmingham 2011- 2015

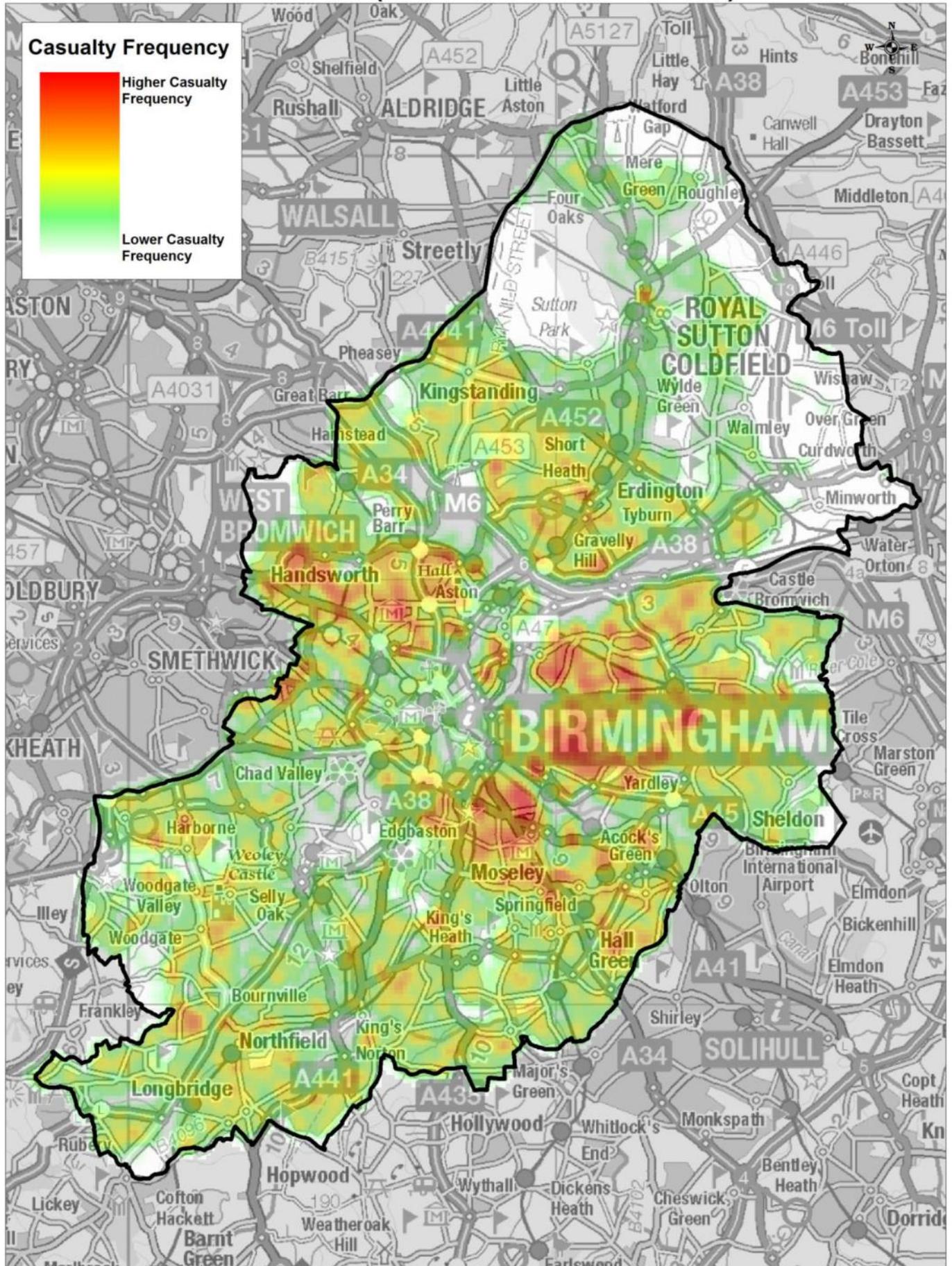


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02 Understanding Road Safety in Birmingham

Figure 11: Home location of Birmingham residents injured in road traffic collisions (2011 – 2015)



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Casualties and Collisions involving Birmingham Residents

78% of the casualties (with known postcodes) that are injured on Birmingham's roads are Birmingham residents. This compares to the national rate of 66% residing in the local authority area in which they were injured.

Figures 11 and 12 show the home locations of Birmingham residents injured or killed in road traffic collisions in the city. The main concentration of KSI casualties are focused in Saltley, Sparkbrook, Handsworth, Stockland Green and Perry Barr. Lower rates are mainly located to the north, in and around Sutton Coldfield, Walmley and Four Oaks.

In the following analysis²⁰, trends for Birmingham residents have been analysed using data from 2008 - 2012. The trends are compared with Great Britain as a whole and with eight similar authorities: Coventry, Derby, Dudley, Leeds, Leicester, Salford, Sandwell and Walsall.

General Trends

The road safety risk for the city's residents was, in most respects, similar to that seen nationally, but was higher than all the comparator authorities. When considering only KSI casualties, the rate in Birmingham was a little lower than the national average and in the middle of the comparator authorities.

Erdington district had the highest overall KSI casualty rate per head of population with the districts of Hodge Hill, Hall Green and Yardley exhibiting the highest rates for all casualties. Sutton Coldfield consistently displayed the lowest casualty rate per head of population.

Total child casualties reduced significantly between 2008 and 2012, but there was a slight increase in child KSI casualties, with rates being above the national rate and that of the comparator authorities. At a local level, Hall Green District had a child casualty rate which was over 30% higher than the national norm. Birmingham residents aged 16-24 were the most vulnerable age group in terms of absolute casualty numbers, and also exhibited higher casualty rates relative to

population than other age groups and than the national norm for this age group. However, Birmingham drivers in this age group show a rate of injury collisions which is 28% lower than the national rate.

There is significant local variation in the distribution of young driver collision rates in Birmingham, with the highest levels in Yardley, Hodge Hill, Hall Green and Sutton Coldfield districts.

Birmingham's resident pedestrian casualty rate is significantly higher than the national rate and the rates in all the comparator authorities. Ladywood has the highest pedestrian casualty levels, with Hodge Hill, Erdington and Hall Green also high.

Motorcycle casualties on Birmingham's roads fell by 23% between 2008 and 2012, but the number of serious or fatal collisions in this group remained high, with 27% of motorcycle casualties that occurred in this period being killed or seriously injured. Significantly more Northfield residents were injured while using a motorcycle than residents living in any other Birmingham district.

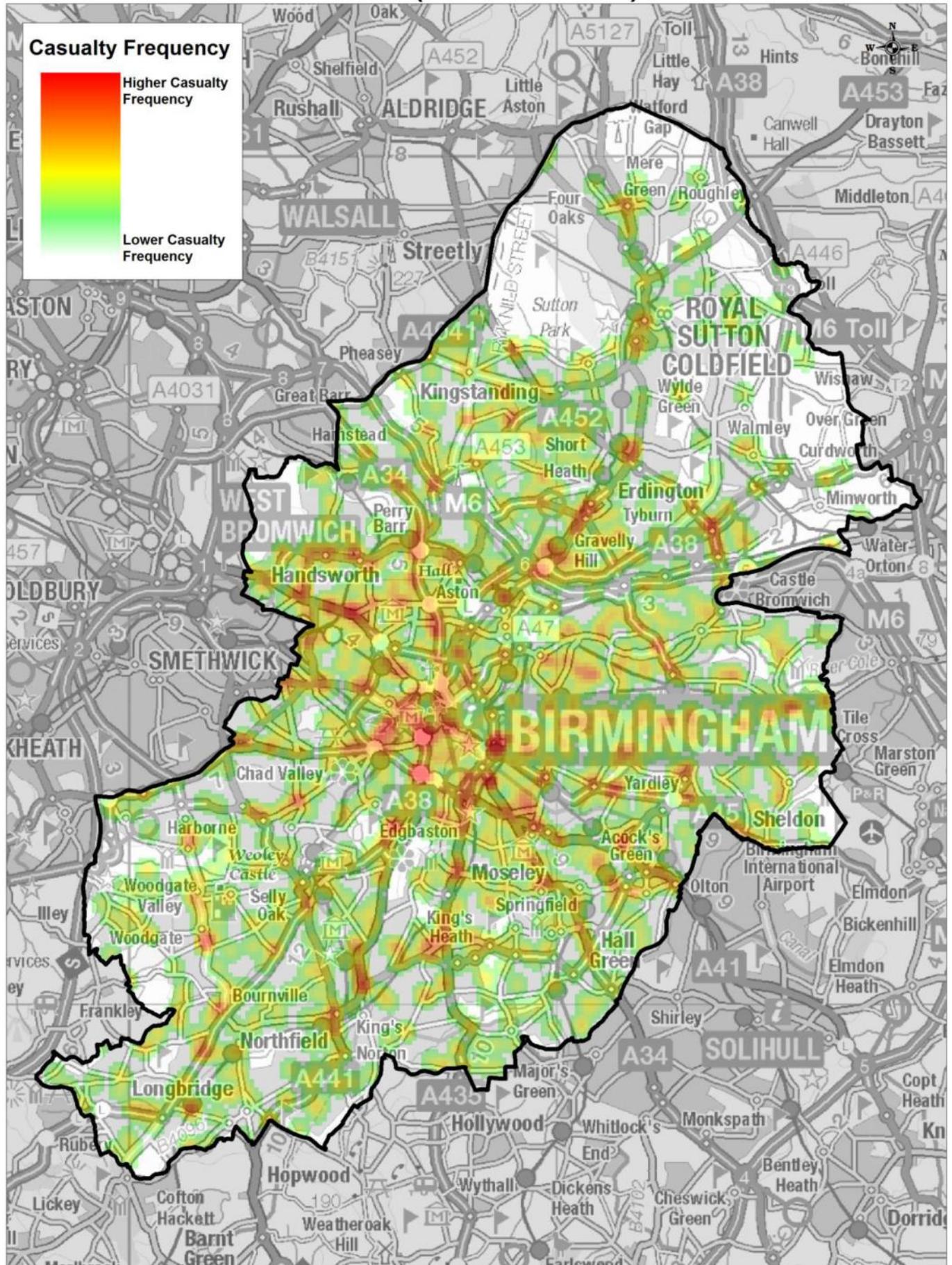
Birmingham's resident pedal cycle casualty rate was below the national rate and broadly typical of that of its comparator authorities. The districts of Edgbaston and Hall Green exhibited the highest rates in Birmingham and rates similar to the national norm. The number of adult cycle casualties increased, whilst child cyclist casualty numbers fell between 2008 and 2012.

Birmingham residents living in inner city areas, and Black and Minority Ethnic (BME) residents were at a higher risk of being involved in a road traffic collision. Some of this increased risk can be attributed to factors such as exposure e.g. they may not have access to a car and therefore walk or cycle more, or they live in areas close to major roads and therefore their daily exposure to road traffic conflicts and risk is much higher than the wider population.

The number of collisions involving lorries decreased between 2008 and 2012, and the lorry collision rate by road length is typical of the comparator authority networks, although it is above the national norm. 36% of those killed or

02 Understanding Road Safety in Birmingham

Figure 12: Home location of Birmingham residents killed or seriously injured (KSI) in road traffic collisions (2011-2015)



Contains Ordnance Survey data
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seriously injured in lorry crashes in Birmingham were pedestrians.

Contributory Factors (CFs)

In addition to spatial and demographic information, it is important to look at specific details of the collisions themselves. The CF most commonly attributed to collisions in Birmingham was 'failed to look properly' with 39% of collisions having this CF attributed to at least one participant. This is similar to the national frequency with which this CF is assigned.

It is also notable that attending Police officers attributed 'Pedestrian Failed to Look Properly' much more frequently than is the case nationally, accounting for 16% of all officer attended collisions in Birmingham where at least one CF was recorded, compared with just 10% nationally.

Collisions attributed by Police officers to alcohol impairment, or to drivers disobeying signs or signals, reduced at a faster rate than collisions overall. However collisions related to road surface conditions, and those where driver distraction was a CF, remained at similar levels between 2008 and 2012. Collisions related to driver behaviour dropped at a slower rate than collisions overall.

Conclusions

In general, road safety risk for Birmingham's residents is in line with national trends and considerable progress has been made to improve road safety through engineering measures as well as education, training and publicity initiatives to reduce the number and severity of crashes.

There are a number of road user groups that are involved in a disproportionate number of road collisions and who are more likely to be killed or seriously injured as a result. These include children, adult pedestrians, cyclists, motorcyclists and 16-24 year olds, particularly males.

Within the city there are a number of districts that are consistently highlighted as having specific road safety issues, including Yardley, Hodge Hill and Hall Green, as well as locations along busy roads and in local centres. There is however variation within districts. Some districts may have a very specific and localised road safety problem, but otherwise exhibit very low levels of road traffic incidents. One such example is Sutton Coldfield where the incidence of collisions is very low in comparison with the rest of the city but where crashes and casualties involving young drivers are high relative to the remainder of the city.

The analysis of road safety data provides a good understanding of the patterns and trends of road safety, collisions and casualties and this has been used as a framework to inform the development of this strategy and action plan.



03 Key Strategy Themes and Approach

The actions proposed in this strategy are set out around three key themes:

Safer Roads

Safer People

Safer Vehicles

This section explains how, using the data on road safety, the council and our partners will continue to develop and deliver interventions to address road safety through a range of engineering, educational/training and enforcement methods.

The council will continue to create safer roads, bringing down speeds and casualty rates, and, by encouraging more active travel, will deliver a healthier, safer and more welcoming city. Every time changes are made on the road network, road safety, and the needs of vulnerable users, will be a fundamental consideration.

Safer Roads

The council implements a wide range of engineering measures to make physical changes to the nature of the road and its environs through the Transportation and Highways Capital Programme. This includes schemes to support development and regeneration and those which seek to address traffic congestion as well as specific interventions to address road safety concerns. Scheme designs are specific to the location and are informed by collision data, road safety audits and reviews of the location.

Physical measures can include:

- Traffic calming such as road humps, build-outs or chicanes;
- Changes to speed limits, such as 20mph limits or zones;
- Amendments to road signs and lines;
- Provision of new pedestrian crossings;
- Improved street lighting;
- Reduced distances for pedestrians to cross the road and increased width of footways;
- Improvements to pedestrian and motorist visibility; and
- Amendments to reduce potential conflicts between vehicles and pedestrians or cyclists.

Day to day management of the road network, for example through speed and parking management, and responses to disruption on the network are also key to reducing collisions and improving road safety.



03 Key Strategy Themes and Approach

Safer Planning and Design

Local Safety Schemes/Collision Studies

Following any fatal collision, or serious collision which may become fatal, the council's response protocol²¹ is implemented to evaluate whether local highway conditions or road layout were a contributory factor and whether any remedial engineering or other measures are required. Remedial measures may also be required in response to a Coroner's recommendation.

As part of the Transportation and Highways Capital Programme, the council has an ongoing Local Safety Schemes programme that seeks to address existing road safety concerns on the highway. Schemes are identified for inclusion in this programme by a detailed analysis of injury collision data collected by the Police. Collision records are analysed in accordance with an objective analysis and decision making process for road safety schemes, GlassBox, set out in Figure 13.

The GlassBox and first year rate of return process prioritises schemes and focuses limited resources on measures or packages of measures that address a number of collisions. It does not automatically follow that priority should be given to the largest numbers of incidents; it may be more beneficial to treat a location with a smaller number of collisions but where those incidents have very similar causes, rather than a location with more collisions but where the causes have little in common or where the road layout is not a contributory factor.

Each of the road safety scheme sites is monitored for collisions before and after engineering measures are implemented, to assess effectiveness.

It is acknowledged that not all injury collisions are reported and that any reports of non-injury collisions are not available to the council. In addition, there is currently no way to objectively measure perceptions of safety or 'near misses' - collisions which are narrowly avoided. Despite these limitations, records of past collisions are currently the best available indicator of future collisions. Work is underway by West Midlands

Police to develop a website for reporting speeding concerns. There is also a proposal, as part of the OpenTransportNet project, to develop a road safety reporting app. However if the results of these projects are to be fed into any prioritisation processes, caution must be exercised to retain objectivity. Voluntary reporting of near misses can result in focus on areas where residents have the most time to respond, rather than those with the most need.

There is also an issue that treating areas that 'seem unsafe' can have the perverse effect of increasing the number of collisions. There can sometimes be road safety benefits to a situation feeling less safe to users and therefore encouraging more cautious behaviour. Perception of safety is therefore an important consideration for any safety scheme.

Road Safety Audits (RSA)

All highway and transportation schemes are subject to a RSA procedure: a formal safety performance examination by an independent, multidisciplinary team.

Audits are conducted in accordance with **Highways England's Design Manual for Roads and Bridges**²², examining the overall layout of the scheme and considering all users of the highway, with particular attention to vulnerable road users such as the very young, older users and the mobility and visually impaired. They should take place at:

- Completion of preliminary design;
- Completion of detailed design;
- Completion of construction; and
- Monitoring (usually 12 months after implementation).

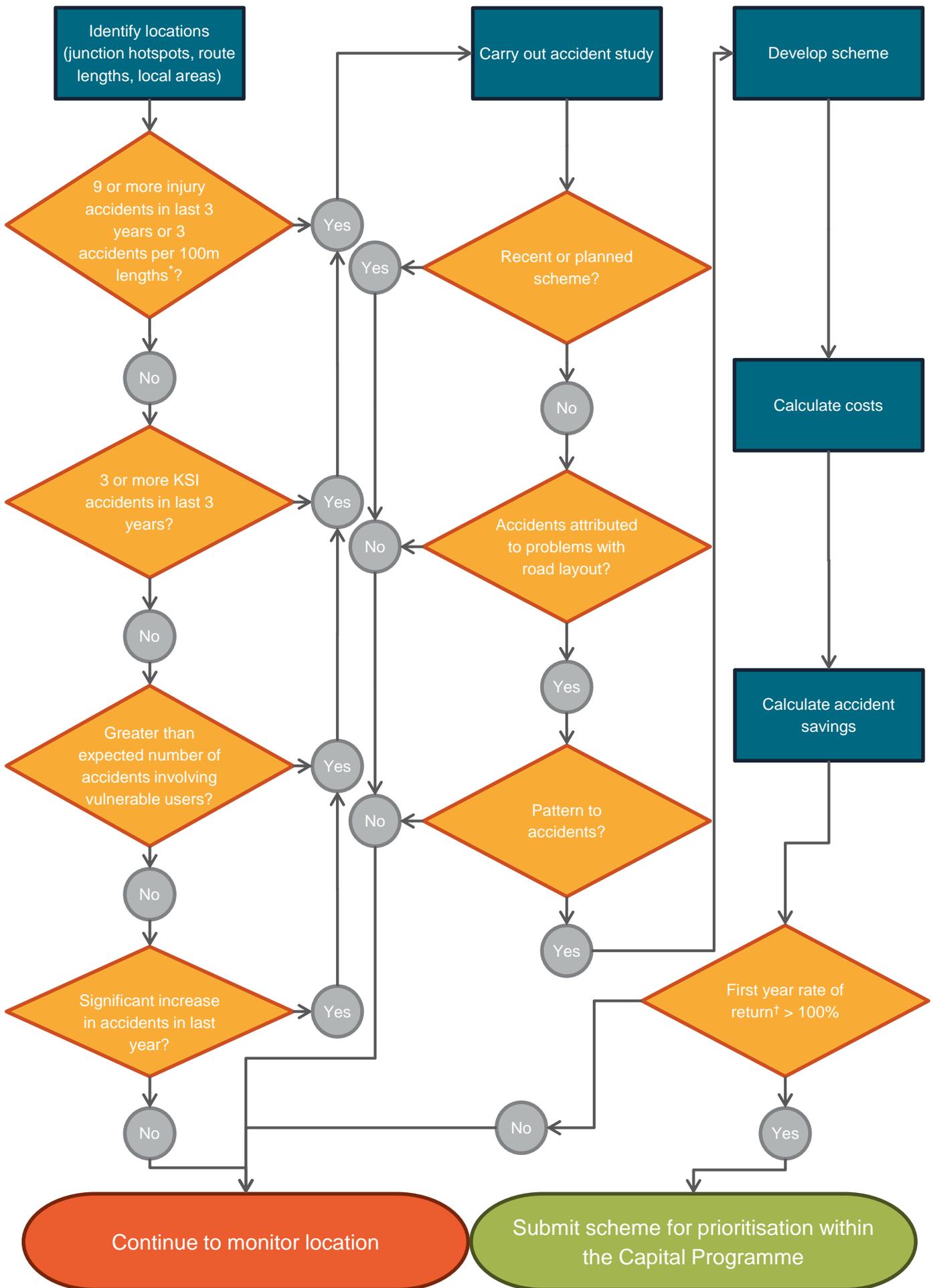
All problems and recommendations raised in a RSA must be given due consideration and appropriate actions undertaken.

Safer Routes to Schools Programme

Birmingham's dedicated Safer Routes to Schools programme seeks to improve the safety of the highway and the quality of cycling and walking routes around schools.

Together with school travel planning, this

Figure 13: GlassBox Process for Identification and Prioritisation of Local Safety Schemes



* minus large clusters

† $FYRR = \frac{\text{forecast accident cost reduction in first year}}{\text{total cost of works}} \times 100$

03 Key Strategy Themes and Approach

programme identifies and facilitates safe and convenient access to schools, and promotes and encourages more sustainable and active travel for the school journey.

School Exclusion Zones

Solihull Council are proposing to pilot three car exclusion zones. This type of scheme, where traffic is banned outside schools at the beginning and end of the day was first piloted in Edinburgh under an Experimental Traffic Regulation Order (ETRO) and continues to be successful, with positive feedback. Birmingham City Council will review the outcomes of the Solihull and Edinburgh schemes before deciding whether this type of approach should be trialled in the city.

Infrastructure for Safer Cycling

The council, through the Birmingham Cycle Revolution (BCR) programme, is seeking to develop a network of local and longer distance cycle routes across the city.

Bike North Birmingham (funded through Local Sustainable Transport Fund) and BCR (funded through Cycle City Ambition Grant and Local Growth Fund) have already delivered extensive improvements to off-road cycling and walking routes through green spaces and along all canal towpaths, with further work planned. BCR will also deliver cycling facilities on main route corridors, in Green Travel Districts and within the city centre.

In total, £62 million has been secured for investment in cycling in Birmingham over 5 years. Engineering measures are accompanied by an extensive programme of cycle training and promotion of cycling and walking as healthy and sustainable modes of transport. BCR aims to increase the level of cycling in the city to 5% of all trips by 2023 and 10% by 2033.

BCR design guidance sets safety standards for all future cycling infrastructure in the city, including consideration of cyclists within any highway infrastructure delivery. Transport Space Allocation Guidance will also be released in 2016/2017,

which will further clarify how space for cycling should be provided on our roads.

Pedestrian Crossings

Birmingham Connected's approach to allocating road space gives priority to the provision of appropriately designed and well-located crossings to encourage walking, cycling and public transport use. The location, type and detailed design of a pedestrian crossing is decided with regard to the council's policy for the Installation of Pedestrian Crossings²³, which has been developed in accordance with government guidance for pedestrian crossings (Local Transport Note 2/95²⁴) and inclusive mobility for people with disabilities.

New or additional pedestrian crossing facilities are considered:

- After a direct request from local residents or community groups;
- Where a specific problem for pedestrians has been identified e.g. traffic collisions involving pedestrians, or difficulty in gaining access to shops; and
- As part of a new road or highway improvement scheme.

A key safety consideration is the crossing time allowed by traffic signal controlled crossings. The council will ensure these are set in line with DfT guidance for inclusive mobility.

Type-approved signal controlled crossings now include puffin and toucan crossings, which have sensors to extend the crossing times if required.

Further policy regarding pedestrian crossings will be set out in the forthcoming Birmingham Cycling and Walking Strategy. This will include a trial of countdowns on pedestrian crossings, to inform pedestrians of the 'green man' time available for crossing. Studies suggest countdowns can improve the pedestrian experience and junction efficiency²⁵.

New infrastructure should be supported by pedestrian training and education to ensure people know how to use the crossings safely.

Safer Management of our Road Network

Maintaining Safer Roads

The council, working with its highways maintenance and management partner Amey, is responsible for almost two and half thousand kilometres of road. Areas of responsibility include: upkeep and repair of the roads; management of footways, bridges, street lighting and traffic signals; and upkeep of structures on the street such as safety barriers, seats and trees. Ensuring that streets are kept as clear as possible with the minimum of clutter is important, both for visual amenity and to improve road safety.

Key improvements since 2010 include:

- Improving the average condition of roads, carriageways and pavements;
- Replacing and upgrading around 41,000 street lighting columns – about half of all of those in the city – to more energy efficient equipment that can also be monitored and managed more effectively;
- Refurbishing the three main city centre road tunnels and installing modern safety equipment;
- Strengthening a number of bridges to expand the highway network that is capable of carrying 40 tonne vehicles; and
- Replacing a large number of traffic signal controllers to improve links to the city's traffic management systems.

Investment will continue, maintaining the standards reached by 2015, and replacing assets as necessary. A further 24,000 street lighting columns will be replaced by 2032.

As well as the investment works, Amey has an obligation to ensure that the highway infrastructure is functioning, safe and available for use.



03 Key Strategy Themes and Approach

Safety Cameras

There is evidence that the deployment of a safety camera leads to an appreciable reduction in vehicle speeds, collisions and KSI casualties at the site of the camera²⁶.

In 2011, the government road safety grant used to fund safety cameras was withdrawn. Safety camera operation was continued for a further two years using local contributions. In 2012 the council, on behalf of the West Midlands Road Safety Partnership, commissioned a review to explore options for taking forward a digital safety camera operation across the West Midlands. It was resolved to support a pilot of digital fixed camera enforcement to augment the current mobile provision.

Vehicle Activated Speed Signs (VASS)

The council has approximately fifty VASS on the road network. These are electronic signs which measure a vehicle's speed and provide drivers with a corresponding message; either the speed at which they are travelling or a reminder of the speed limit.

Research undertaken in Birmingham²⁸ indicates that VASS can have a positive impact in terms of reducing traffic speeds and have the most notable effect on drivers who travel significantly above the



Digital Speed Camera Pilot

Birmingham and Solihull Councils, working with West Midlands Police, are conducting a pilot programme using Average Speed Enforcement (ASE) Camera technology.

The cameras were switched on in August 2016 at seven sites in Birmingham and a review of the operation will be undertaken after approximately two years. The results will dictate whether the cameras are installed in additional locations and other West Midland authorities.

The pilot sites have been selected against the following criteria:

- Location is already a fixed safety camera site;
- History of road traffic collisions and casualties;
- High vehicle speeds, evidenced by speed surveys;
- Risk of 'high severity' collisions if traffic speed remains high;
- No acceptable engineering solution to reduce vehicle speeds and address road traffic collisions; and
- Road layout is suitable for enforcement cameras.

ASE cameras have a proven track record of reducing casualties and excessive speed, and their high visibility leads to better compliance with the speed limit²⁷.

speed limit. At the Birmingham locations studied, the percentage of drivers travelling above the enforcement speed level reduced by between 3 and 18 percentage points. Mobile VASS signs may be more effective than static signs, although moving these signs can incur a significant cost, so the benefits of such an approach may not always represent value for money.

While VASS can be successful in reducing vehicle speeds in certain circumstances, the signs need to be installed at locations where motorists understand the need to reduce their speed. A new policy on VASS is being developed to identify the circumstances/locations in which they should be used and the process for their management. VASS in future should only be mobile units which can be relocated to locations where incidents are reported. Guidance will also be developed to ensure that overuse of VASS does not reduce their impact.

Freight Deliveries

Controlling freight delivery times to retail centres and the city centre, together with restricting the use of road space by certain vehicles can enhance road safety. The council is working with Business Improvement Districts (BIDs) and within Green Travel Districts (GTDs) to understand what changes to freight deliveries might be possible, using the principles of reroute, reduce, retime and remode.

Traffic Management - Speed Limits including 20mph Speed Limits

As a highway authority, the council is required to keep speed limits under review and can change local speed limits in certain circumstances.

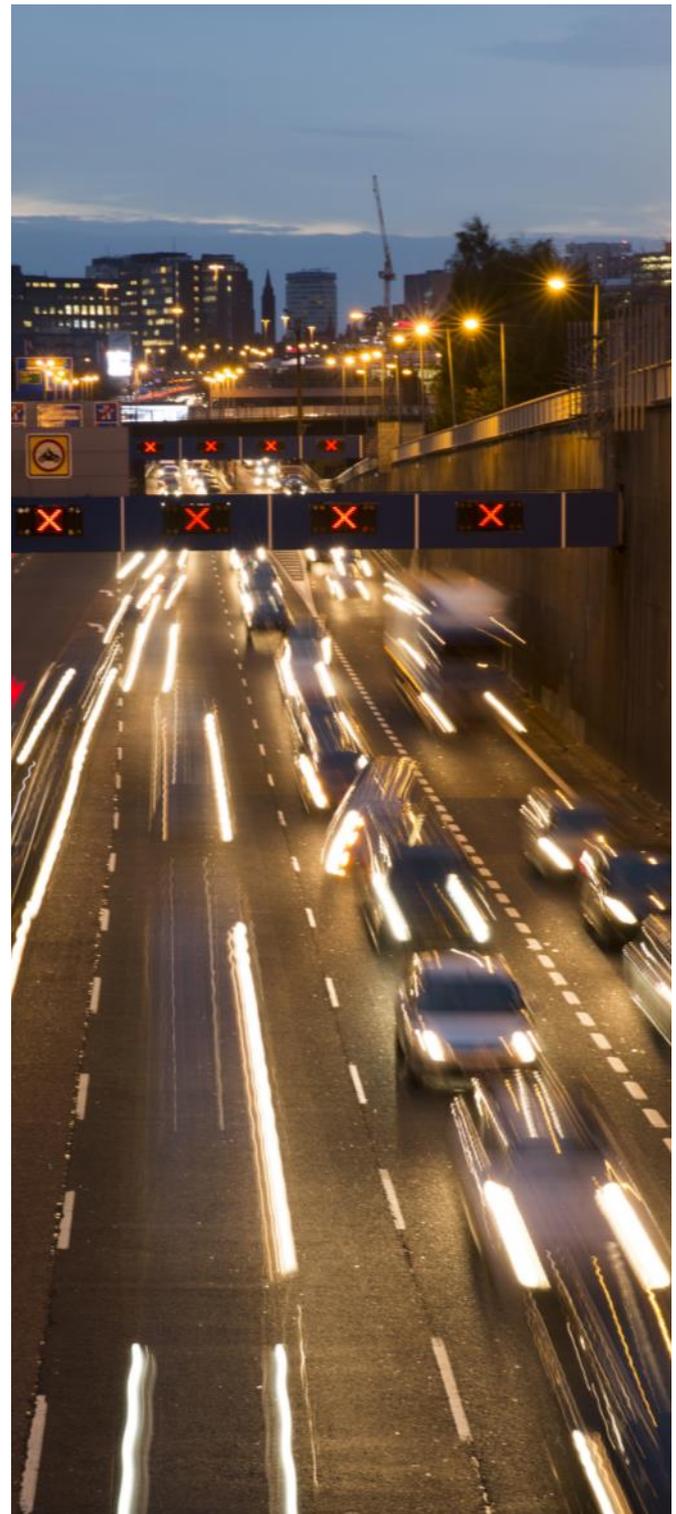
The DfT has identified evidence that reducing traffic speeds reduces collisions and both the number and severity of casualties that result²⁹.

The council is introducing a programme of 20mph speed limits on residential roads and in local centres to improve road safety and reduce the number of collisions. The scheme areas include approximately a fifth of the city area, comprising the entire city centre within the ring road, plus areas to the east and south of the city centre.

The reduction of speed limits is a key element in a wider package of measures including publicity campaigns and work with local communities to encourage driver compliance and to encourage walking and cycling for shorter journeys.

The 20mph limits will be required to be self-enforcing, relying on Traffic Regulation Orders, appropriate signage and strong community support.

The Police have recorded support for reduced



03 Key Strategy Themes and Approach

speed limits in appropriate locations and expect that drivers will comply. However, the council and the Police will work in partnership to monitor the schemes, and where there are persistent breaches of the speed limit, will consider involving the local community with Community Speed Watch.

The outcomes of the initial schemes will inform the case for the development of further 20mph limits elsewhere in the city.

The council will continue to review speed limits across the city, in accordance with DfT guidance. Within plans to trial innovative technology solutions, a trial of speed activated traffic signals is proposed. This would involve traffic lights being activated by speeding drivers and changing to red to help enforce speed limits.

Traffic Management – Parking

Inappropriate on-street parking can impact driver and pedestrian safety by reducing visibility for road users and narrowing the road space.

The Birmingham Parking Policy³⁰ sets out the council's position on parking management, including:

- A comprehensive approach to management and enforcement;
- An on-going review of Traffic Regulation

Orders to remove inappropriate parking; and

- The use of Controlled Parking Zones and Resident Parking Schemes where there are wider problems.

Technology

Technology will continue to play a key role in making our roads safer in the future. Intelligent Transport Systems (ITS) offer opportunities to optimise urban mobility and achieve policy objectives, such as increased safety and lower congestion.

As part of a £26 million West Midlands major scheme, traffic management technology across the city has been upgraded in recent years. In addition to this, the council has been involved in a number of high profile European projects:

- **Opticities** – using ITS to automatically detect incidents from roadside counting equipment and reroute traffic around collision sites; and
- **OpenTransportNet (OTN)** – creating a new analysis tool to help provide deeper understanding of our road safety data and continue to improve our response to road safety issues. The Birmingham pilot will enable data about collisions and traffic to be viewed in new, easy to understand ways.

Parking Management

Across Birmingham, parking on 'school keep clear' zigzag markings is a problem. Unsafe and inappropriate parking at many of the city's schools has been raised by parents and school staff. The council will continue to work with schools, Civil Enforcement Officers and West Midlands Police to reduce the number of vehicles parked illegally and dangerously outside schools.

Indiscriminate parking around the city continues to be an issue and a contributory factor in a number of collisions. The introduction of parking schemes, from small sections of double yellow lines through to Controlled Parking Zones, will be considered, to address inconsiderate and illegal parking and to help improve road safety.

A review of Traffic Regulation Orders (TROs) and the enforcement regime is undertaken in problem areas and as part of schemes such as Safer Routes to Schools. Analysis of road safety collision data from before and after the implementation of TROs in these locations indicates a reduction in the number of collisions and improved safety.

Some schools report issues with taxi drivers flouting parking regulations. Schools will be encouraged to report evidence of illegal parking to the council's Licensing Enforcement Team so that action can be taken.



03 Key Strategy Themes and Approach

Safer People

Everyone, whether they are travelling on the road or the footway, has a responsibility for their own safety and the safety of others. An important component of the Road Safety Strategy is to promote road safety and sustainable travel choices through targeted education, training and promotion; ultimately improving the behaviour of road users. This will be the primary focus of the newly formed Birmingham Road Safety Partnership (BRSP) which is detailed further in section 5.

The interventions implemented by the BRSP will be developed in the light of road safety data. This allows the approach to be targeted and focused to benefit those vulnerable user groups identified in the analysis of collisions and casualty data and, where appropriate, towards certain geographical areas and communities in the city where there is a high propensity for involvement in road traffic collisions.

The BRSP will ensure that the public receive consistent and coherent messages on road safety, and that these messages are linked to other areas such as illegal and antisocial behaviour and health. Local partnerships involve working across local authority boundaries and with the Police and Fire Service as well as public health to support national and regional campaigns. Local partnership working is very effective in delivering education and training tailored to the local context and specific local need. The council will also seek to develop stronger links with the business community in seeking support for road safety campaigns.

A BRSP work plan will be developed which will set out clear campaigns and actions for the Partnership and ensure that delivery is focused in an efficient, data-led way.

Education, Training and Campaigns

Road safety education and sustainable travel promotion is focused around key vulnerable road user groups and communities where involvement in collisions is higher.

Improved road safety, both through a reduction in collisions and an improved perception of safety, can have significant benefits to public health, particularly through an increase in active travel and, in turn, improved air quality. Likewise, children who travel more actively gain a better understanding of road safety and are more alert to road hazards. It is important therefore that road safety messages are delivered in a way which promotes active travel wherever possible.

Children

Children are amongst the most vulnerable road users and conveying road safety messages to them is essential. Just over half of child pedestrian road deaths or serious injuries occur during what is typically classified as the school run or journeys undertaken in school hours³¹. The BRSP delivery programmes will aim to provide children with the necessary life skills to cope with their environment. Road safety education and training is a lifelong learning process and does not simply begin or end at school; work with children

Modeshift STARS

All schools are encouraged to access behaviour change support through the Modeshift STARS travel plan and accreditation scheme. This online facility supports schools in planning their sustainable and safe travel activities and will enable access to a wealth of resources and campaign information.





also seeks to educate parents so they set a good example to their children and engender a road safety culture.

Schools

Children from the most deprived backgrounds are five times more likely to be injured on the roads nationally compared with children from the most affluent backgrounds³². Among pedestrians in the five to nine years age group, the rate of fatal and serious injuries to children living in the 20% most deprived areas is nine times higher than to children in the 20% least deprived³³.

The transition between primary and secondary school is also a significant factor in child pedestrian casualties as children often begin to walk to school unassisted and have to negotiate unfamiliar routes; age twelve is the peak for child pedestrian collisions³².

Pedestrian training in schools must therefore be coordinated and prioritised in an evidence-based way. Children in areas of high deprivation and the transition between primary secondary school (children moving from year six to year seven) are a key focus. Training, based on the principles of Kerbcraft³⁴, is currently targeted in areas where 20 mile per hour infrastructure is being delivered. Schools citywide are also supported to deliver pedestrian workshops themselves. A toolkit of resources and opportunities will be offered to all schools through Modeshift STARS. This will include online resources, training for staff, and funding opportunities which could, for example, enable visits to SafeSide, or fund school campaigns.

The council currently provides School Crossing Patrols at key locations, although this is not a statutory duty. The council is committed to recruiting and funding wardens on the highest priority sites. This service will continue to be reviewed to ensure limited resources are targeted to areas where the benefit will be greatest. It is proposed that a charitable trust is created to support future delivery. This will be linked to the Young Active Travel initiative and safe and sustainable travel activities in schools.

03 Key Strategy Themes and Approach

School Keep Clear Activity Boxes

Activity boxes consisting of resources and activities to support schools in addressing school gate parking have been compiled by West Midlands Fire Service, with support from Birmingham City Council. Schools must be affiliated to Modeshift to receive these resources, and will be loaned the activity boxes for a month.

To coincide with this, the service provider NSL, in a corporate social responsibility capacity, have agreed to run Road Safety Activity Sessions using these resources. Their staff will visit 5 schools initially this year.

As detailed in action SR10, the work of West Midlands Police and Birmingham City Council parking enforcement officers and CCTV mobile enforcement will support these activities. Complaints/concerns about school parking are logged to support data-led prioritisation of available resources.



The Young Active Travel (YAT) Initiative

The Young Active Travel initiative is aimed at encouraging parents and pupils to adopt more sustainable ways of travelling to school and reducing car journeys, improving not only their own health but that of the wider community – with reduced road danger, less air pollution from cars and less traffic congestion in local neighbourhoods – particularly around school gates.

The council has developed an online Young Active Travel toolkit and the YAT initiative was launched at a Schools Council Summit in October 2016.

A Young Active Travel Charitable Trust has been announced which will enable schools and groups of parents to apply for grants to support development and introduction of school travel plans and related equipment, children's road safety training sessions, training for staff and parents, signage and publicity materials.

Special Educational Needs (SEN) provision

An initiative being progressed with the council's Children and Family Services is the promotion of independent travel for young people with Special Educational Needs (SEN). Travel is an important life skill and training can improve pupils' confidence, increase awareness of personal and road safety, and introduce public transport, walking and cycling as modes of travel which can increase their independence. The Living Streets initiative 'Walk to' will be supporting the creation of 'walking buses' for SEN primary schools to enable those pupils who are able to walk to school to do so in a safe, supervised way.

Parents

Consultation on the draft Road Safety strategy highlighted that nearly 80% of the public felt that Parents/guardians should have responsibility for teaching road safety to children. It is important that the Road Safety Partnership supports parents with the information and resources they may require to enable this. Social media and targeted resources sent home from schools with children can support parents in teaching their children the importance of road safety. Encouraging parents to walk to school also enables children to gain

valuable road safety experience.

16 to 24 year olds

More Birmingham residents aged 16-24 are road collision casualties than any other age group²⁰. Nearly one in five newly-qualified drivers experience some form of collision within their first six months of driving³⁵. Male drivers, aged between 17 and 19 years, are involved in 30% more incidents than female drivers in the same age category³⁶. Key reasons for this tend to relate to inexperience, overconfidence, speed, drink, drugs and peer pressure.

The council will work with partners and third sector organisations on the development and delivery of pre-driver and young driver education programmes.

Adult Pedestrians

There are more adult pedestrian KSI casualties than any other mode in Birmingham (28%). A significant proportion of these are younger adults (40% are aged 16 – 29) and 57% are male. A high proportion of pedestrian collisions have a reported contributory factor (CF) assigned to the pedestrian; ‘failed to look properly’ is the most common CF³⁷. However the council is mindful that CF data is not always impartial and does not necessarily attribute blame, even though it may imply this. For example, just because a pedestrian does not look properly it doesn’t mean the collision is their fault, it is just one of the reasons why the collision occurred.

Nevertheless, there is clear value in ensuring adult pedestrians are aware of road safety hazards and the need for care and attention.

Programmes the council has been engaged with include:

- Practical pedestrian training for parents, in collaboration with schools;
- Pictorial photobook for adults where English is not the first language;
- Steward scheme to train volunteers from places of worship to escort children to and from their place of worship in a safe and appropriate manner; and
- Community website MyNeighbourhood (MyN), which develops and strengthens links with

Birmingham Cycle Revolution (BCR)

Birmingham Cycle Revolution is a twenty-year strategy to enable cycling to become a mainstream form of transport across the city. BCR aims to create a deliverable city-wide strategic cycle route network, along main corridors, green routes and canals and in GTDs throughout the city. Promotion, education and training to ensure our cyclists are safe on the city’s expanding cycle network are vital.

www.birmingham.gov.uk/bcr



community groups and residents to raise road safety awareness in accordance with specific local need.

Cyclists

The areas of the city with the highest levels of cycle use (Edgbaston, Selly Oak and Hall Green) also experience the highest levels of cyclist casualties. The council is actively promoting cycling through Birmingham Cycle Revolution (BCR) and will continue to strive to develop an environment that encourages cycling, whilst providing measures which enhance safety.

A recent RoSPA YouGov³⁸ survey found that 39% of those surveyed said they would cycle more if the roads were safer. The Birmingham Bikelife Report³⁹ found that over 8 in 10 people want better safety for people riding bikes.

Research by Rune Elvik⁴⁰ suggests that if large transfers of trips from motor vehicles to walking or cycling take place, the total number of collisions may reduce. The ‘safety in numbers’ effect for pedestrians and cyclists combines favourably with the effect of a lower number of motor vehicles to produce a lower total number of collisions.

TRL research⁴¹ supports this, concluding that there may be ‘safety in numbers’ and that the risk of an injury collision per cyclist can reduce when there are more people cycling overall.

03 Key Strategy Themes and Approach

Bikeability

Analysis by the National Foundation for Educational Research (NFER)⁴⁴ shows that 93% of children who took part in Bikeability reported feeling more confident about riding their bike in general and 86% felt confident riding their bike on the road.

It confirmed that confidence is sustained over a period of at least two months following training. But, without practice, the ability to put that knowledge into practice can decline over time.

BCR includes a range of education, training and promotion programmes where road safety forms a particular focus.

Cycle Training

The National Standard for Cycle Training⁴²; Bikeability, was launched in 2006 and is designed to give students the skills and confidence to ride their bikes. The council has delivered Bikeability since 2007 to primary and secondary school students. In the next 3.5 years it is anticipated that the council will have trained 73,000 students to national standard with 11,475 students and adults receiving Bikeability Plus training.

The council will be offering Level 1; covering basic bike handling skills through to Level 2 which includes on-road training and simple manoeuvring and Level 3; covering more complex traffic situations. In addition to this training, the council will be providing Bikeability Plus training opportunities; a series of modules to ensure that children and adults are given the opportunities, skills, support and guidance needed to make cycling part of their everyday life.

This represents a forward plan to achieve 40% of children receiving Level 1, 80% of children receiving Level 2 and 40% of children receiving Level 3 training.

In addition the council has delivered the successful Women on Wheels project which will now be integrated into Birmingham Cycle Revolution's community work. The project provided cycle training to encourage more women from Black and Minority Ethnic (BME) groups to cycle.

Between 2011 and 2014, over 270 women were trained. Research shows that many have continued cycling and a few have now trained as national standard instructors⁴³.

Organisations across the city are encouraged to become Top Cycle Locations. To achieve this status, they must participate in activities to promote more and safer cycling, including cycle training.

Big Birmingham Bikes (BBB)

As part of BCR, BBB offers cycling opportunities to Birmingham residents through community cycle hubs. The project has given 4000 free adult bikes to residents in the most deprived areas of the city. A cost neutral adult cycle training programme, using volunteers, ensures each recipient is trained to level 2 national standard.

BBB will continue to distribute more bikes and cycle training. A whole community approach will be developed to include family cycle training and a bike loan scheme with bikes for children and young people. This will integrate, through cycle hubs, with the Bikeability programme.

Motorcyclists (and other powered two wheelers)

Despite an overall long term decrease in motorcycle casualties, there remains a significant and recently rising number of KSI casualties amongst motorcyclists on Birmingham's roads. 17% of KSI casualties in 2011 - 2015 were motorcyclists. Although Birmingham residents have a lower motorcycle casualty rate than the rest of the UK, Northfield district experiences a notably higher rate of casualties than the rest of Birmingham and the UK.

Through the BRSP, the council will continue to work with partners to develop a programme of interventions targeted directly at motorcyclists and especially to help improve the skills of new riders. In addition, public communications and awareness campaigns must also highlight the importance of motorcycle awareness amongst other road users.



03 Key Strategy Themes and Approach

Car Drivers, including young drivers

In-Car Safety

Seatbelts and child car seats are designed to reduce the severity of injury and the risk of being thrown from the vehicle in the event of a collision. Not wearing a seatbelt also makes airbags and head restraints less effective in reducing the risk of injury.

The incorrect use of child car seats is still a major problem. The BRSP will offer families the opportunity to have their child car seat checked at free clinics, and educational workshops, delivered at children's centres and community centres. Delivery will be prioritised in a data-led way.

Driver Education

Young driver collision rates are highest for people living in Sutton Coldfield district. Through the BRSP, the council will continue to work with private and third sector organisations in delivering driver education aimed at Year 11+ pupils.

This will be complemented with marketing materi-

als focused on the behaviour of all road users, including materials targeted at young drivers.

With West Midlands Police as a key partner, the BRSP will also tackle antisocial and unsafe driving behaviours, particularly inappropriate parking, through both education and enforcement.

Driving safely around cyclists, pedestrians and motorcyclists is also a key priority for the Birmingham Road Safety Partnership. This is addressed through a variety of methods including:

- Tapping into national awareness campaigns;
- Use of social media and improved communications to raise awareness; and
- Police exercises - stopping unsafe drivers for both enforcement and educational purposes.

Technology

There has been a significant increase in the use of telematics to improve driving behaviour. For example, a telematics-based product can be fixed to vehicles by insurance companies, to reward good driving through reduced insurance costs.





The BRSP will continue to monitor new technologies and, where appropriate, support partners in their development and use.

Freight Drivers and Operators

The number of collisions involving lorries is low: in Birmingham, collisions involving lorries result in less than 1% of KSI casualties. However, there is an increased likelihood of those involved in collisions with lorries being killed or seriously injured.

The EU Directive 2003/59⁴⁵, designed to improve the knowledge and skills of professional freight drivers, requires large goods vehicle and passenger carrying vehicle drivers to do 35 hours training

every five years to maintain a certificate of professional competency. This training does not currently include anything specific on cyclist awareness. The European Transport Safety Council has recently published recommendations that an upcoming revision of the Directive considers HGV and bus driver awareness of what it is like to be a cyclist interacting with large vehicles⁴⁶. Birmingham City Council is committed to working with partners to encourage this. The council will also continue to work with local haulage firms to provide regular events which promote cycle safety issues related to the freight and haulage industry.

The council will promote the Freight Transport

Give Space Be Safe

Central Motorway Police Group, with support from Birmingham Cycle Revolution, are delivering a very successful new campaign which is the first in the country to proactively target “close pass” drivers who endanger cyclists by not allowing the minimum recommended 1.5 metres passing space. A plain-clothed cycling Police officer radios details of close-pass drivers to colleagues to intercept at a designated holding point.

Drivers are then offered road-side education on safe overtaking, with leaflets and a full-scale floor mat available for these exercises. Repeat offenders, or anyone deemed to have driven dangerously close to a cyclist, can expect to be prosecuted.

03 Key Strategy Themes and Approach

Exchanging Places

The council is working with transport operators to organise Exchanging Places events, which raise awareness of the dangers that cyclists and pedestrians face when in close proximity to large vehicles. Members of the public are able to sit in the cab of a HGV to experience the driver's view of the road and get a better understanding of the blind spots around the vehicle.

Association's Cycling Code⁴⁷ to local haulage firms. This aims to reduce the number of collisions between commercial vehicles and cyclists, and provides a toolkit for cyclists, drivers/operators, and employers.

The council will also continue to monitor developments in technology and, where appropriate, support partners in their use.

Commercial Drivers

Consultation on the draft Road Safety Strategy revealed that there is a high level of concern about commercial drivers, including taxi drivers, van and lorry drivers and bus drivers. The council and partners will ensure that commercial drivers are included in awareness campaigns and communications. Within the council, transportation

officers are also working with the licensing team to ensure that taxi drivers who frequently drive or park dangerously face potential remedial action.

Partners, including Transport for West Midlands and National Express West Midlands, have delivered '2WheelsAware' courses which teach bus drivers and other commercial drivers about sharing the road with cyclists and how to drive safely in urban areas. The courses have proved to be very successful, with BikeRight! instructors taking drivers out on a bike in real traffic situations. Initiatives such as this can be further encouraged and supported by the BRSP.



Other Road Users

Taking a data-led prioritisation approach means that some road users are not highlighted as being vulnerable to road traffic collisions, yet may have specific requirements with regards to road safety. The public consultation on the draft Road Safety Strategy further highlighted the need for additional focus of Safer People delivery on some other road users.

Birmingham Road Safety Partnership will ensure that new road safety schemes engage those groups with particular road safety needs, such as those with mobility, visual and hearing impairments. For example, the council has recently introduced 'Wheels for All' inclusive cycling sessions at Alexander Stadium as part of Birmingham Cycle Revolution.

Consideration must also be given to the ensuring elderly people can travel safely, and also feel safe when making journeys. With a growing number of very elderly residents in Birmingham⁴⁸, it is important that the council and partners ensure they are given due consideration when delivering this strategy.



03 Key Strategy Themes and Approach

Green Travel Districts and Travel Planning

Road safety is an important consideration in promoting sustainable travel. The council and its partners undertake a wide range of initiatives focused on supporting healthier and more sustainable travel as well as promoting road safety. These include promotional activities to influence travel behaviour, the provision of improved infrastructure for walking and cycling, and working with partners such as Transport for West Midlands (TfWM) and rail and bus operators to increase public transport use.

Green Travel Districts

As set out in Birmingham Connected, Green Travel Districts (GTDs) are intended to be locations where people can choose from a range of sustainable modes of transport that are viable, long term alternatives to the private car.

Initially, eleven locations have been selected as GTDs, including the city centre, a number of local centres and certain key employment and education centres. A range of measures will be used to reduce single occupancy car use and congestion including:

- Innovative technology;
- More sustainable freight management; and
- Promotion of cycling, walking and public

transport.

The aim will be to develop models of best practice for other locations in the city.

Travel Planning (Education and Workplace)

The council works with major employers, universities, colleges and schools to promote safe and sustainable travel.

Workplace initiatives include:

- Journey planning;
- Discounted public transport tickets;
- Parking management; and
- Better on-site facilities e.g. cycle parking.

Support is also provided to companies that are required to produce travel plans as part of the planning process. The council provides a guidance and monitoring role which helps individual establishments develop a comprehensive sustainable travel package.

The majority of Birmingham's schools now have travel plans in place and are provided with resources and information to review and keep these up to date. All schools are asked to use the Modeshift STARS⁴⁹ travel plan and accreditation scheme. The council, together with TfWM, will provide support and assistance to schools to adopt this system, which includes road safety resources and campaign information.



Public Transport

Public transport is a very safe way to travel, with bus/minibus accounting for just 2% of all casualties and 1% of KSI casualties, despite a mode share of 18%.

By working with operators and TfWM to improve public transport and encourage its use for more journeys, the council will contribute to a reduction in the number and severity of casualties.

Cycling and Walking Strategy

The council is developing a Cycling and Walking Strategy to encourage and promote more active and sustainable travel. It will complement the public health programmes being promoted to encourage healthier lifestyles and tackle obesity and Public Health will be a key stakeholder.

Data-led prioritisation

In addition to data about road collisions and casualties, BCC has access to various datasets which can be used to prioritise delivery of safer people interventions where there is not the resource for city wide implementation. This can include:

- School catchment areas and mode of travel to school;
- Census data about car ownership and mode of travel to work;
- Traffic and cycle count data;
- Location of safer roads interventions such as 20mph limits, safer routes to schools;
- Location of school crossing patrols;
- A log of complaints/concerns about school gate parking; and
- Modeshift STARS data on other safe and sustainable activities which schools are undertaking.

By targeting interventions to specific schools/ locations/types of people, or by tailoring the package offered to interested parties, effectiveness of work with limited resource can be maximised. This is especially true when working with partners and sharing data and resources across a partnership.



03 Key Strategy Themes and Approach

Safer Vehicles

The council supports the Police and other agencies in ensuring that vehicles on our roads are safe and roadworthy. Enforcement is primarily carried out by the Police; however, the council undertakes some enforcement, in particular through the Trading Standards service.

Vehicle design and technology both play important roles in ensuring the safety of road users, but this relies on appropriate use of systems such as seatbelts, child car seats and airbags.

Initiatives around safer vehicles are primarily nationally or even internationally (through EU directives for example) led, but local authorities do have a supporting role. The council's involvement in Eurocities and the EU Committee of the Regions is important to this work.

Enforcement and Compliance

Police Enforcement Action

Policing the Roads⁵⁰ is the Association of Chief Police Officers' five year strategy, which encourages an approach balancing enforcement with education and engineering. Its ambition is to create a shift in public attitude and behaviour to one of habitual compliance with the laws and conventions of the road, thus fulfilling the vision of a safe and secure environment for all road users.

In the West Midlands, key areas of traffic enforcement are:

- Speeding;
- Wearing of seatbelts;
- Drinking/drug-taking and driving;
- Use of mobile phones whilst driving;
- Uninsured and unlicensed driving; and
- Driving without due care and attention.

The West Midlands Police Birmingham Partnerships team will also assist in disseminating road safety information for the Birmingham



policing areas and will liaise with other agencies to help deliver road safety messages at a local level, working closely with the Birmingham Road Safety Partnership. This will help neighbourhood policing teams to bring highlight any road safety issues which require long-term problem solving.

Speed Management Protocol

The council is working with the Police and other local authorities to develop a Speed Management Protocol, setting out a consistent approach to speed management across Birmingham and the West Midlands.

This will include consideration of the speed thresholds at which enforcement and education activities are invoked, the enforcement of 20mph limits, and the Community Speed Watch initiative.

Community Speed Watch (CSW)

The Police undertake intelligence-led speed enforcement activity. However, it is acknowledged that public perceptions of speeding may not correspond with reality, and public expectation of where speed monitoring and enforcement should take place does not always match evidential data.

CSW is a joint initiative being developed by the council and the Police, which enables community members to raise awareness of speed related issues and encourage drivers to travel at an appropriate speed. CSW also provides the opportunity for volunteers to positively influence and contribute to the education of drivers.

CSW allows volunteers to use equipment which displays the speed of a vehicle to the driver (similar to a VASS). Volunteers can also choose to record details of a speeding vehicle and ask the Police to send a letter of advice to its registered keeper.

CSW is important to the success of 20mph speed limits and will be used as a mechanism to support the roll-out of infrastructure and encourage compliance.

Parking Enforcement

The enforcement of parking restrictions, by the council and the Police, plays a key role in road safety. In addition to the deployment of Civil Enforcement Officers, the use of CCTV vehicles is

considered to be an important and flexible approach to enforcement of parking restrictions, especially around schools.

Tackling Uninsured Drivers

Birmingham has one of the highest levels of uninsured driving in the UK: in 2012, the number of motorists without insurance in Bordesley was eight times higher than the national average⁵¹. There is also some evidence that road casualties are more likely than average to be associated with other criminal activity³.

The council will continue to work with the Police to reduce the number of uninsured and unlicensed drivers on Birmingham's roads. Opportunities to work with partners such as the Motor Insurance Bureau are also being explored, such as supporting their campaigns, including social media, to raise awareness about uninsured driving and the consequences associated with it.

Tackling Antisocial Road Use

All unsafe driving practices could be deemed antisocial in some way, however problems relating to antisocial use of quad bikes, mini-motos, off-road motorbikes and similar vehicles in local communities have been highlighted as a particular concern by Birmingham residents. The Birmingham Road Safety Partnership, particularly through the Local Community Safety Partnerships will work together to tackle this. Activities to support Police enforcement include the use of Public Space Protection Orders to prohibit off-road bike activity in hotspots, intelligence gathering through local residents and housing associations, and strong communications work through social media, schools, youth services and local communities.

03 Key Strategy Themes and Approach

Safer Vehicle Design and Technology

The council will work collaboratively with the Driver and Vehicle Standards Agency (DVSA). The DVSA improves road safety by ensuring drivers, vehicle operators, and MOT garages understand and comply with roadworthiness standards. It also provides a range of vehicle licensing, testing, and enforcement services. Targeted checks on vehicles, drivers, and operators by the DVSA ensure compliance with road safety legislation.

Improving Vehicle Safety through Legislation

Trading Standards

The Birmingham Trading Standards team work to achieve regulatory compliance across a range of areas, including areas that influence road safety, particularly quality of car servicing, sales of dangerous vehicles or those with a false mileage reading and overloaded goods vehicles.

EU Legislation

Since 2009, European Community Whole Vehicle Type Approval⁵² has been in operation. This is a mechanism for ensuring that vehicles meet relevant environmental, safety and security standards by testing one representative production vehicle for each vehicle type, seeking to ensure consistent safety standards throughout Europe. The UK Government has confirmed that EU legislation will be enshrined in UK law following the decision to exit the European Union.

Vehicle Design and Technology

HGVs

While the number of collisions involving HGVs in Birmingham is reasonably low, the chance of a pedestrian, cyclist or motorist being killed or seriously injured is much higher when in collision with a HGV, compared with collision with other vehicles.

In December 2015 changes to EU law were passed which will require all new lorries to be fitted with improved mirrors to increase visibility of cyclists and pedestrians. From July 2016 it became mandatory for all newly registered

vehicles in the UK to have the improved mirrors. The council is pleased that such legislation is being put in place and is keen to support further improvements.

The London Cycling Campaign⁵³ has published pictures (below) and a video of its Safer Urban Lorry design, and is calling on the construction industry to adopt similar vehicle designs to reduce lorry-cyclist fatalities. The Safer Urban Lorry features a lower driving position and larger



windows, so the driver has an improved visibility of the area around the vehicle. The council will liaise with local haulage firms to encourage them to embrace emerging technology as well as promoting research in safer vehicle design.

Research carried out by the Transport Research Laboratory⁵⁴ for the DfT indicates that the majority of cyclist and HGV collisions occur when vehicles are turning left at junctions.

There are a number of solutions being developed to address this, including motion activated sensors attached to a cyclist's helmet or bicycle which warn the HGV driver of the presence and position of the cyclist. Other technologies and products are in use and being developed and the council will continue to monitor these and, where appropriate, support partners in product development and use.

The council is investigating becoming a Construction Logistics and Cyclist Safety (CLOCS)⁵⁵ champion and embedding a requirement to implement CLOCS into Council contracts, procurement and planning processes. The aim of CLOCS is to manage work-related road risk and ensure that a road safety culture is embedded across the industry to protect pedestrians, cyclists and motorcyclists. It can be a means of securing additional safety features such as wing mirrors and vehicle warning signs to ensure cyclists and drivers of larger vehicles (over 3.5 tonnes) are aware of each other.

In parallel, the council is committed to becoming Fleet Operator Recognition Scheme (FORS)⁵⁶ accredited and embedding FORS standards in the Council Waste Management Service. FORS is intended to set standards for fleet vehicles and includes a specific requirement to protect vulnerable road users.



04 Action Plan

The action plan sets out a list of interventions and actions proposed to address road safety concerns and to address the road collisions and severity of collisions on Birmingham's highway and transportation network. It is intended that each of the actions will be monitored before and after implementation of the specific initiative and that the action plan will be reviewed and refreshed annually in light of the monitoring and as informed by collision and transport data and trends. This action plan will be supported by a more detailed delivery plan managed by the Birmingham Road Safety Partnership.

The action plan is constructed around the three key themes of the strategy, subdivided into more focussed target areas:

Safer Roads

- Safer planning and design
- Safer management of our road network

Safer People

- Education, training and campaigns
- Travel planning

Safer Vehicles

- Enforcement and compliance
- Safer vehicle design

Governance

Ref	Actions	Outcome	Partners	Programme	2016	2017	2018	2019	2020
BRSP	Establish the Birmingham Road Safety Partnership group which will oversee the coordinated delivery of road safety activities.	Birmingham Road Safety Partnership set up and operational. Rolling annual work programme produced and delivered.	All BRSP partners	2016 onwards	●	●	●	●	●

Safer Roads: safer planning and design

Ref	Actions	Outcomes/ measures of success	Partners	Programme	2016	2017	2018	2019	2020
SR1	Continue to use an evidence-based prioritisation process to determine how Local Safety Scheme funding is used. FYRR should be greater than 100%.	Delivery of Local Safety Schemes.		Annual	●	●	●	●	●
SR2	Continue to work with schools to identify and deliver Safer Routes to School schemes.	Improved perception of safety. Increased number of children walking and cycling to school. Reduced number and severity of collisions involving children.	Schools	Annual	●	●	●	●	●
SR3	Plan, design and deliver Birmingham Cycle Revolution (BCR) infrastructure to enhance cycle safety	Improvements to main corridors, GTDs, the city centre, green/traffic-free routes, and all canal towpaths. Increased levels of cycling to 5% by 2023 and 10% by 2033. Reduced number of collisions and severity of casualties involving cyclists.		2016 - 2020	●	●	●	●	●
SR4	Release Birmingham Cycle Revolution Design Guidance to inform cycle safety standards for all future highway infrastructure.	Design guidance released and implemented. Reduced number of collisions and severity of casualties involving cyclists.		2016 release, ongoing delivery	●	●	●	●	●
SR5	Continue to develop, design and deliver type-approved pedestrian crossings.	Reduced number and severity of collisions involving pedestrians.		Annual	●	●	●	●	●

04 Action Plan

Safer Roads: safer management of our road network

Ref	Actions	Outcomes/ measures of success	Partners	Programme	2016	2017	2018	2019	2020
SR6	Continue to use measures to reduce traffic speeds, such as Vehicle Activated Speed Signs (VASS) and local 20mph limits, whilst ensuring an effective methodology is followed.	<p>Reduced number and severity of collisions with speed as a contributory factor.</p> <p>Study into VASS suitability and methodology to inform city-wide policy for deployment.</p>		Annual	●	●	●	●	●
SR7	Implementation of 20mph speed limit areas.	<p>Reduced traffic speed within the 20mph speed limit areas.</p> <p>Reduced number of collisions within the 20mph speed limit areas.</p> <p>Reduced number of KSI casualties within the 20mph speed limit areas.</p>		2016 - 2019	●	●	●	●	○
SR8	Implement Digital Speed Camera trial in partnership with Solihull MBC and the Police.	Reduced number and severity of collisions with speed as a contributory factor.	Solihull MBC and WMP	2016 - 2018	●	●	●	○	○
SR9	<p>Monitor and trial new products and technologies for safer management of the road network and, where appropriate, support partners in their development and use.</p> <p>Continue active involvement in Opticities and OTN projects.</p>	<p>Awareness of new technologies.</p> <p>Speed activated traffic signal trial.</p> <p>Countdown pedestrian crossing trial.</p> <p>Completion of Opticities and OTN.</p>		Ongoing	●	●	●	●	●

Safer Roads: safer management of our road network

Ref	Actions	Outcomes/ measures of success	Partners	Programme	2016	2017	2018	2019	2020
SR10	Work with schools and Parking Enforcement to reduce the number of vehicles parked illegally outside schools through the deployment of Civil Enforcement Officers and CCTV mobile enforcement vehicle.	Reduced incidence of illegal parking outside schools.		Ongoing	●	●	●	●	●
SR11	Continue to work with partners on new approaches to freight deliveries.	New approaches to deliveries trialled.		Ongoing	●	●	●	●	●

04 Action Plan

Safer People: education, training and campaigns

Ref	Actions	Outcomes/ measures of success	Partners	Programme	2016	2017	2018	2019	2020
SP1	<p>Support the delivery of pedestrian training to school aged children city wide by:</p> <ul style="list-style-type: none"> Developing a flexible toolkit of resources which enables consistent, coordinated delivery through partners; and Coordinating and prioritising delivery using a data-led approach, including scheme locations (including Safer Routes to School, Local Safety Schemes and 20mph roll-out). 	<p>New resource toolkit, including digital media.</p> <p>Ongoing Road Safety Partnership delivery plan.</p> <p>Number of schools delivering training as evidenced through Modeshift STARS.</p> <p>Annual growth in numbers receiving training and access to resources.</p>	BRSP, schools, support from the business community.	Ongoing	●	●	●	●	●
SP2	<p>Support the delivery of road safety awareness campaigns and training to and through communities across Birmingham using:</p> <ul style="list-style-type: none"> A flexible toolkit of resources/campaign material, including mobile apps. Integrated web and social media presence for road safety in Birmingham. Prioritisation of direct delivery through the BRSP using a data-led approach, including consideration of newly arrived communities and new infrastructure delivery. 	<p>Resource toolkit.</p> <p>20mph campaign material.</p> <p>Social media accounts maintained.</p> <p>Birmingham Road Safety Partnership web presence.</p> <p>Coordination with other websites, including 'My N'.</p> <p>Increased awareness of travel behaviours and local road safety issues.</p> <p>Reduced number and severity of road collisions.</p>	BRSP, schools, community groups, support from the business community.	Ongoing	●	●	●	●	●

Safer People: education, training and campaigns

Ref	Actions	Outcomes/ measures of success	Partners	Programme	2016	2017	2018	2019	2020
SP3	<p>Deliver appropriate cycle training for children and adults in Birmingham, through a range of BCC and partner programmes including:</p> <ul style="list-style-type: none"> • Bikeability (levels 1, 2 and 3); • Bikeability Plus; • Top Cycle Locations; and • Big Birmingham Bikes. 	<p>Target numbers of people trained – to be included in the BRSP rolling work plan.</p> <p>Numbers trained to increase annually up to 2020.</p> <p>Bikeability training pass rate.</p> <p>Confidence, proficiency and increased levels of cycling (demonstrated through BBB feedback surveys).</p> <p>Reduced number and severity of collisions involving cyclists.</p>	BRSP, TfWM, BCC Wellbeing service	Ongoing	●	●	●	●	●
SP4	<p>Work with partners to deliver driver education and awareness campaigns, using data-led prioritisation.</p> <p>Targeting:</p> <ul style="list-style-type: none"> • Correct seat belt and car seat usage. • Antisocial and unsafe driving behaviours, particularly inappropriate parking, mobile device usage, and drink/drug driving. • Awareness of, and safe driving around, cyclists, pedestrians and motorcyclists. 	<p>A coordinated Birmingham Road Safety Partnership work plan.</p> <p>Coordinated resource toolkit.</p> <p>Reduced number and severity of collisions involving key target groups.</p>	BRSP	Ongoing	●	●	●	●	●

04 Action Plan

Safer People: education, training and campaigns

Ref	Actions	Outcomes/ measures of success	Partners	Programme	2016	2017	2018	2019	2020
SP5	<p>Work with partners to deliver motorcyclist education and awareness campaigns, using data-led prioritisation.</p> <p>With Motorcycle Action Group and Birmingham Road Safety Partners, further develop a programme which addresses motorcyclist safety.</p>	<p>Enhanced delivery programme in Birmingham Road Safety Partnership work plan.</p> <p>Reduced number and severity of collisions and involving motorcycles.</p>	MAG, BRSP	Ongoing	●	●	●	●	●
SP6	<p>Work with partners to deliver Exchanging Places HGV and cyclist and pedestrian awareness sessions for schools, employers and freight operators.</p> <p>Explore extending awareness sessions to bus operators.</p>	<p>Prioritised delivery programme in the BRSP work plan.</p> <p>Reduced number and severity of collisions involving cyclists, pedestrians and HGVs.</p>	BRSP, haulage companies, local business, schools	Ongoing	●	●	●	●	●
SP7	<p>Support partners to target road safety education and awareness campaigns at commercial drivers (including taxi drivers, bus operators, and haulage companies).</p>	<p>Prioritised delivery programme in the BRSP work plan.</p> <p>Coordination with BCC taxi licensing.</p> <p>Reduced number and severity of collisions involving commercial drivers.</p>	BRSP, BCC Licensing, local business,	Ongoing	●	●	●	●	●
SP8	<p>Support and promote national and regional road safety campaigns with and through the BRSP.</p> <p>Develop and maintain links with other sectors/organisations to deliver further awareness campaigns and training.</p>	<p>Effective support for the themed campaigns.</p> <p>Improved awareness of road safety issues within target groups.</p>	BRSP	Ongoing	●	●	●	●	●

Safer People: education, training and campaigns

Ref	Actions	Outcomes/ measures of success	Partners	Programme	2016	2017	2018	2019	2020
SP9	Use web based toolkit E-valu-it to evaluate road safety education, training and publicity initiatives and use this to help form the ongoing Birmingham Road Safety Partnership work plan.	Use of E-valu-it for road safety education, training, and promotion activities. BRSP work plan, reflecting E-valu-it results.	BRSP	Ongoing	●	●	●	●	●

Safer People: travel planning

SP10	Support the Young Active Travel Initiative; using Modeshift STARS to promote sustainable travel, and safer cycling and walking in all schools, and to monitor the delivery of Road Safety activities.	All Birmingham schools signed up to Modeshift STARS by 2017. Integrated, positive road safety and sustainable travel messages delivered to school-aged children.	Schools, BRSP	Ongoing	●	●	●	●	●
SP11	Maintain school crossing wardens at priority 1 sites with no facilities, and provide others where they are paid for. Continue to explore alternative means of funding and establish a Young Active Travel Trust.	Crossing wardens provided as agreed. Trust model established.	School Crossing Team, BRSP, Schools	Ongoing, subject to review. Trust established 2016/17	●	●	●	●	●
SP12	Promote sustainable travel and road safety messages within the business community. BCC will offer behaviour change support whilst inviting corporate social responsibility input as a mechanism to further boost road safety delivery.	Increased engagement with workplace travel planning and TCL. Increased number of people cycling, walking and using public transport for travel to work. A clear list of CSR possibilities leading to financial or delivery support.		Ongoing	●	●	●	●	●

04 Action Plan

Safer Vehicles: enforcement and compliance

Ref	Actions	Outcomes/ measures of success	Partners	Programme	2016	2017	2018	2019	2020
SV1	Support the Police and the Motor Insurance Bureau to promote awareness, deliver campaigns and take enforcement actions targeting uninsured drivers.	Reduced number of uninsured drivers.	WMP, Motor Insurance Bureau	2016-2018	●	●	●	○	○
SV2	Develop and agree Speed Management Protocol with the Police and other Local Authorities (to include the use of Community Speed Watch). Work with the Police to investigate lowering the thresholds at which drivers exceeding the speed limit receive warning letters.	Adopted Speed Management Protocol.	WMP	2016-2017	●	●	○	○	○
SV3	Continue Community Speed Watch (CWS) campaign particularly in 20mph areas. Work with the Police to produce a city-wide toolkit for volunteer-led awareness of speeding issues.	Short term: increased awareness of CSW and the role and purpose of 20mph limits. Long term: change in public attitude to speeding, reduction in vehicles exceeding legal speed limits.	WMP	2016-2017	●	●	○	○	○
SV4	Support the Police work to improve compliance with road traffic legislation.	Reduced number and severity of collisions.	WMP	Annual	●	●	●	●	●

Safer Vehicles: safer vehicle design

Ref	Actions	Outcomes/ measures of success	Partners	Programme	2016	2017	2018	2019	2020
SV5	<p>Investigate becoming a Construction Logistics and Cyclist Safety (CLOCS) champion and embedding a requirement to implement CLOCS into council contracts, procurement and planning requirements.</p> <p>Investigate becoming Fleet Operator Recognition Scheme (FORS) accredited and embedding FORS standards in the council Waste Management Service.</p>	<p>Membership of CLOCS or alternative vehicle safety measures adopted.</p> <p>FORS accreditation achieved and raised standards of service and vehicles.</p>	Council Waste Management Service, council procurement, FORS, CLOCS.	2016-2018	●	●	●	○	○
SV6	<p>Review London's Safer Urban Lorry Scheme and work with partners to support further and complementary research and development in safer vehicle design.</p>	<p>Promotion to the local haulage industry of safer urban lorry schemes and proven technologies for cycle safety on vehicles.</p>	BRSP, and partners within the haulage industry	2016-2018	●	●	●	○	○
SV7	<p>Promote the responsible use of new technology to support road safety for all road users.</p>	<p>Promotion of responsible use of new technology to all road users.</p>	BRSP	2016 onwards	●	●	●	●	●

05 Delivery Framework

The council will take a lead role by embedding a road safety culture within all its activities and programmes, but successful and effective delivery of the activities identified within this strategy will require close working and co-operation with a number of partner organisations including the emergency services, neighbouring local authorities, schools and the local community.

The Birmingham Road Safety Partnership will provide a co-ordinating role, overseeing many of the council's activities and will seek to influence partner organisations and community initiatives. At the same time, it will seek to ensure that any activities of organisations which could have a potential impact on local road safety or behaviour change are done in ways that support the vision of this strategy.

The availability of funding and resources will be fundamental to achieving the strategic outcomes. The council will maximise the available funding for delivery of the action plan through efficient and effective use of Council controlled finances.

Investment by partner organisations and the resources of the wider community will be equally important. The Local Sustainable Transport Fund and Bikeability grants have provided vital boosts to road safety activities in recent years and the council will continue to seek opportunities to attract further funding, for example, from Government and European sources.



Figure 14: Overview of delivery Road Safety Strategy with our partners



Delivering road safety in partnership

Road safety must not be viewed in isolation from wider policy agendas. Although it is a statutory duty for local authorities, progressing is reliant on a number of partners coming together. The council works with a range of authorities and organisations with different powers, roles and responsibilities in order to address road safety.

In order to go beyond the council’s statutory obligations, it has also been necessary to develop much closer collaborative approaches with neighbouring authorities and third and private sector organisations, to develop campaigns and initiatives.

Local partnerships already play a critical role in delivering road safety education, with the most successful initiatives being those that are developed and delivered with, and welcomed by, the community.

Figure 14 shows the governance and partnership working that will deliver this strategy successfully.

Funding

Road safety activities across the city are funded in a variety of ways. The council receives government funding for local transport and some of this is specifically allocated for road safety activities. Additionally, all of the council’s highway and transportation activities have road safety as a key consideration.

The council has been successful in securing funding through programmes such as the Local Sustainable Transport Fund (LSTF) for projects such as Bike North Birmingham and Smart Network, Smarter Choices (TfWM-led LSTF programme). These projects are delivering safer cycle and pedestrian infrastructure, with associated training and promotional support, to communities, educational establishments and employers. Opportunities to expand and extend these programmes, where they can add value to existing investment and support road safety and sustainable travel objectives, will be sought.

Birmingham Cycle Revolution has attracted significant government and local investment and is encouraging more people to cycle in Birmingham by delivering enhanced cycling infrastructure, promotion and training. The

05 Delivery Framework

government also currently provides a grant for its cycle training programme, Bikeability.

Opportunities to work with other services across the council, such as the Children and Families Service and Public Health, to deliver mutually beneficial transport and road safety activities will be secured as opportunities arise.

The council will also utilise developer contributions secured through the planning consent process (known as Section 106 and Section 278/Section 38 agreements), as appropriate, to improve road safety.

Funding bids will continue to be submitted to government and EU funds and other organisations for specific projects and initiatives.

Clearly, delivery of the strategy and the desired road safety benefits are dependent upon funding from a range of sources. The council will seek to deliver the actions identified in this strategy in the most effective and efficient way possible, including working with partners from the third and private sectors to ensure maximum road safety benefits for the funding available.

Monitoring and Evaluation

The overall aim of any road safety intervention is to bring about safe road user behaviour, reduce the number of road traffic collisions and reduce the number and severity of casualties resulting from collisions. Monitoring the impact and outcomes of interventions is essential to ensure progress and value for money. The action plan identifies the individual outcomes of each action: these will need to be monitored individually and as part of an overall road safety programme.

The council has already begun to trial the web based toolkit E-valu-it to evaluate some road safety education, training and publicity initiatives implemented across the city, measuring their effectiveness and value for money. E-valu-it is an excellent tool for open and in-depth assessment of the measures being used and provides opportunities for the council, working in partnership with others, to adapt and change road safety programmes and projects in the light of rigorous assessment. Use of E-valu-it to assess more interventions during the life of this strategy

will provide valuable evidence to further improve practices.

Each road safety infrastructure scheme is monitored for collisions before and after measures are implemented, to provide a full picture of the impact of the change.

The Police conduct vehicle speed monitoring where road safety cameras have been deployed as part of the mitigation measures. Some of the Vehicle Activated Speed Signs deployed by the council also record vehicle speeds, and Community Speed Watch Volunteers may create records of vehicle speeds, all of which can contribute to the monitoring of schemes.

The context for the monitoring of the strategy is provided through national, regional and local policies and frameworks, as set out below.

There has been clear political and public demand for improved communications and information on road safety statistics. Options for this are being investigated and a communication strategy for such information will be drawn up by the Birmingham Road Safety Partnership with close involvement from TfWM. It may be that a Partnership website could provide the opportunity for making such data more accessible. This could also be integrated into a facility for reporting concerns, and be linked to Community Speed Watch activity.

National Framework

The DfT's Strategic Framework for Road Safety⁴ states that the government will not set a target or definitive forecast for road safety and that local authorities are able to set out their own road safety priorities, taking account of local circumstances and needs. The framework identifies key indicators within an outcomes framework to assist with monitoring at both a national and local level.

While the framework notes that accurately predicting future levels of road deaths and injuries is not straightforward, it uses modelling undertaken by the Transport Research Laboratory⁵⁷ to make estimated projections based on past rates and trends, the expected effect of current measures and projections of traffic growth.



05 Delivery Framework

The framework contains forecasts of expected casualty reductions at a national level based on the 2005 - 2009 average.

Local Forecasts

The forecasts for reducing the number of people killed or seriously injured in Birmingham up to 2020 are shown in Figure 15. Three forecast scenarios are presented:

- Central projection: 40% reduction in KSIs by 2020 from 2005 - 2009 average;
- Low projection: 50% reduction in KSIs by 2020 from 2005 - 2009 average; and
- Trend: based on data from 2005 - 2009 to 2010 to 2015.

Having different forecast scenarios provides parameters which allow flexibility for the numerous factors and social conditions influencing the collision rate, while still maintaining a focus on a downward trend.

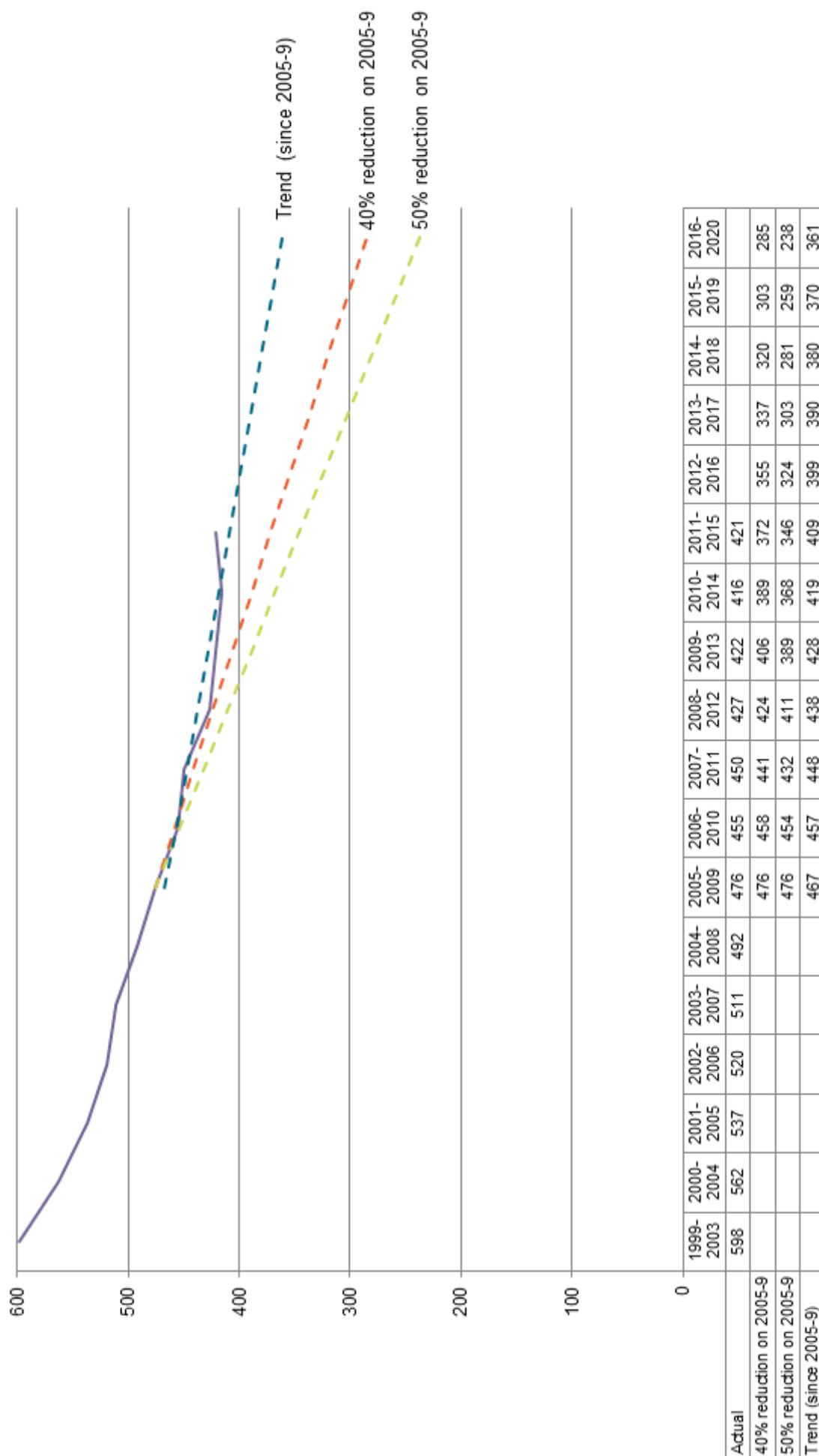
In 2011, the DfT Strategic Framework for Road Safety, forecast a 40% reduction in KSI casualties by 2020. The council has adopted this forecast and is working closely with partners and communities to reduce KSIs to this level. Recent fluctuations in KSI figures suggest this forecast may be less realistic than in 2011. The DfT has recognised that the UK economic downturn and recession will have had a positive impact on casualty figures. Conversely, as the UK economy improved, progress in reducing casualty figures has inevitably slowed down. Nevertheless, it is hoped that new legislation at a national level, and focusing locally on partnership work to address vulnerable user groups, will enable a positive downward trend in KSIs to be maintained.

The Transport Research Laboratory modelling⁵² suggests that improvements in in-car secondary safety such as the vehicle body shell, seatbelt and pedestrian protection measures have the most significant impact on national casualty levels. Road safety engineering projects, enforcement and education, in particular the reduction of vehicle speeds in urban areas have also been effective and resulted in reduced pedestrian casualties. The research suggests that sustaining this progress will be more challenging and that

some measures undertaken to date may lose effectiveness in future, demonstrating further that current forecasts could be optimistic and challenging.

The council will continue to review data on an annual basis and forecasts for KSI casualty reduction will be reconsidered in 2020, when new forecasts will be established.

Figure 15 – KSI Forecast Scenarios for Birmingham up to 2020



Glossary

Term	Acronym	Definition/Explanation
Be Heard		Website for Council public consultations (www.birminghambeheard.org.uk)
Bike North Birmingham		Project to promote cycling in Sutton Coldfield and Erdington. This was funded by the DfT Local Sustainable Transport Fund and run by the council between 2011 and 2015. It is now led by the community.
Bikeability		The national programme for cycle training in England, Wales, and Scotland. Similar to the old 'Cycling Proficiency'.
Bikeability Plus		A pilot to enhance the Bikeability cycle training programme. Bikeability Plus is a suite of additional cycling activities and extra training based around the core Bikeability course
Birmingham Connected		A 20 year transport strategy for Birmingham launched in the Birmingham Connected White Paper in November 2014.
Birmingham Cycle Revolution		A Council project to make cycling an everyday way to travel in Birmingham over the next 20 years through infrastructure investment and cycling promotion.
Black and Minority Ethnic	BME	The term normally used in the UK to describe people of non-white descent.
Community Speed Watch	CSW	A scheme to help people reduce speeding traffic through their community. The scheme enables volunteers to work within their community and with the Police to raise awareness of the dangers of speeding and to help control the problem locally.
Contributory Factor	CF	The key actions and failures that led directly to the actual impact in a road collision, as reported by a Police officer attending the scene. Recorded in STATS 19. CFs reflect the officer's opinion at the time of reporting and are not necessarily the result of extensive investigation.
Construction Logistics and Cyclist Safety	CLOCS	A scheme bringing together the construction logistics industry to manage work related road risk and ensure a road safety culture is embedded across the industry. Aiming to protect pedestrians, cyclists, motorcyclists and other road users who share the roads with construction vehicles.
Department for Transport	DfT	The government department responsible for the English transport network and a limited number of transport matters in Scotland, Wales and Northern Ireland. The department is run by the Secretary of State for Transport.
Driver and Vehicle Standards Agency	DVSA	An executive agency, sponsored by the Department for Transport, responsible for setting standards for driving and motorcycling, and making sure drivers, vehicle operators and MOT garages follow roadworthiness standards. They also provide a range of licensing, testing, education and enforcement services.
Eurocities		A network of major European cities. Enables knowledge sharing to respond to common issues that affect the day-to-day lives of Europeans.
E-valu-it		A website toolkit, funded by the DfT and designed by RoSPA, for evaluating road safety education training, and publicity interventions.
Exchanging Places		A partnership between the Police and the council to raise awareness of cycle safety around Heavy Goods Vehicles.

Term	Acronym	Definition/Explanation
Experian Mosaic		A consumer classification dataset designed to help understand the demographics, lifestyles, preferences and behaviours of the UK adult population in detail.
Fatal (casualty)		Injury resulting in the death of a casualty within thirty days of the collision.
First Year Rate of Return	FYRR	A method of cost-benefit analysis.
Fleet Operator Recognition Scheme	FORS	A voluntary accreditation scheme open to any company operating a fleet including vans, lorries, minibuses and coaches. Assessing standards based upon lawfulness, safety, efficiency, and environmental protection.
Freight		Goods transported in bulk by truck, train, ship, or aircraft.
GlassBox		A Council objective analysis and decision making process for Local Safety Schemes.
Green Travel Districts	GTDs	Areas of high economic, social and civic activity where, because of the high volume of inbound and outbound trips, infrastructure and other interventions are most likely to achieve modal shift away from the private car. Part of Birmingham Connected.
Heavy Goods Vehicle	HGV	A vehicle over 3.5 tonnes in weight (also see Lorry).
Highways England		The new government company (formerly Highways Agency) charged with management of motorways and major A roads. Responsibilities include modernising and maintaining the highways, as well as running the network and keeping traffic moving.
Independent Travel Training	ITT	Independent travel training teaches the skills for young people who need additional help or support to make journeys independently and safely.
Intelligent Transport System	ITS	Advanced applications which aim to provide innovative services relating to different modes of transport and traffic management and enable various users to be better informed and make safer, more coordinated, and 'smarter' use of transport networks.
Kerbcraft		A DfT pedestrian training scheme.
Killed or Seriously Injured	KSI	Casualties are categorised by severity as Fatal, Serious, or Slight. When reporting on road safety data, the fatal and serious categories are often combined to highlight the collisions or casualties with the greatest human cost.
Lorry		A vehicle over 3.5 tonnes in weight (also see HGV) .
MAST		A road safety data analysis tool providing national collision data and insights into the people involved in collisions.
Modeshift STARS		A national schools accreditation scheme to recognise schools' actions to support safe and sustainable travel. The scheme also acts as an online mechanism to support and maintain school travel plans.
Motor Ordinance Test	MOT	A compulsory annual test for safety and exhaust emissions of motor vehicles of more than a specified age.

Glossary

Term	Acronym	Definition/Explanation
My Neighbourhood	MyN	An online tool, developed as part of a European project, which seeks to improve city living, restoring people's sense of belonging to their neighbourhood by encouraging interaction between neighbours, local businesses, associations and governing bodies. www.my-n.eu
Optcities		A European project using Intelligent Transport Systems to automatically detect incidents from roadside counting equipment and reroute traffic around collision sites.
OpenTransportNet	OTN	European project bringing together open geo-spatial data within City Data Hubs and enabling it to be viewed in new easy to understand ways. The Birmingham pilot will enable access to data about collisions and traffic.
Puffin Crossing		A pedestrian user friendly intelligent crossing (puffin crossing) is a type of pedestrian crossing. The lights controlling the pedestrians are on the near side of the road. The system utilises sensors which detect the presence of pedestrians waiting at the crossing, and as they are crossing the road.
The Royal Society for the Prevention of Accidents	RoSPA	A registered charity at the heart of accident prevention in the UK and around the world for almost 100 years. They promote safety and the prevention of accidents at work, at leisure, on the road, in the home and through safety education.
Safe System Approach		An approach championed by the United Nations and the World Health Organisation which aims to develop a road transport system that is better able to accommodate human error and take into consideration the vulnerability of the human body. It accepts human error and that collisions are unavoidable and therefore aims to ensure that collisions do not result in serious human injury.
Safer Routes to School	SRTS	A Council programme to improve the safety of the highway around schools and the quality of cycling and walking routes to schools.
School Crossing Patrols	SCP	Assistance provided to children when crossing certain roads on the way to school. School Crossing Wardens are commonly known as "lollipop people".
Special Educational Needs	SEN	Referring to children who have learning difficulties or disabilities that make it harder for them to learn than most children of the same age.
Serious (casualty)		Injury including fracture, internal injury, concussion, severe shock, severe cuts, detention in hospital.
Slight (casualty)		Injury including sprains, whiplash, bruises, slight cuts.
STATS 19		The STATS19 database is a collection of all road traffic collisions that resulted in a personal injury and were reported to the police within 30 days of the incident.
Top Cycle Locations	TCL	Top Cycle Location status is awarded to Birmingham workplaces in recognition of their dedication to making it easier for staff to travel to work by bike.
Toucan Crossing		A type of pedestrian crossing that also allows bicycles to be ridden across. Since <i>two-can</i> , both pedestrians and cyclists, cross together, the name " <i>toucan</i> " was chosen.

Term	Acronym	Definition/Explanation
Traffic Regulation Order	TRO	Used by highway authorities to place temporary, experimental or permanent restrictions on traffic within their areas.
Transport for West Midlands	TfWM	TfWM are the transport arm of the West Midlands Combined Authority, responsible for transport infrastructure and public transport services in the West Midlands metropolitan area, with the remit to develop a network that full integrates the region's roads, rail, bus and tram systems.
Travel Plans		Documents which evaluate the travel situation in a workplace or education site, and draw out actions to improve travel to the site, with a particular emphasis on safe and sustainable travel.
Vehicle Activated Speed Signs	VASS	A type of road traffic sign which displays a message conditional upon the presence, or speed, of a road vehicle.
Walking Bus		An adult chaperoned walking route for school children. Like a traditional bus, walking buses have a fixed route with designated 'stops' and 'pick up times' for collecting children on route.
YouGov		An international internet-based market research firm, headquartered in the UK.

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A Road Safety Strategy for Birmingham is part of the Birmingham Connected vision for the future of transport in Birmingham, working towards a safer, healthier, greener city with a reliable integrated transport system which supports our growing population and economy.

www.birmingham.gov.uk/connected