



Road Safety



A Report from Overview & Scrutiny





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Preface

By Cllr Kath Hartley, Lead Member (Road Safety Review Group)

Birmingham's road safety figures have greatly improved over recent years, with significant reductions in road traffic casualties, from over 1,000 in 1990 to 514 in 2007, a reduction of nearly 50%.



We are pleased to acknowledge the work of all those involved in achieving this: officers, partners – in particular the Police and Fire Services – and Members across the region.

The purpose of this review was to see what needed to be done to ensure that this momentum is kept up. Numbers have reduced but there are still unacceptably high numbers of people being killed or seriously injured on our roads.

The approach to reducing road casualties has been in three parts:

- Advances in engineering – both on the road and in the car;
- Education campaigns – continuing to reinforce important messages;
- Enforcement campaigns – backing up the message with sanctions for irresponsible drivers.

We considered the engineering options – the opportunity for introducing small scale works that will have a real impact on accident figures is reducing. However, more radical ideas are being promoted: for example the Government is consulting on the idea of having 20 mile per hour zones in all or most residential areas; shared space is a new idea which is being implemented with some success in Europe and other parts of this country. We need to consider carefully how we implement such schemes in this city to ensure they are appropriate for all users.

In considering how the City Council could be more effective in ensuring road safety for all users, themes emerged around the availability of information and consultation methods. A further recurring theme was that of Member involvement, both at a local and strategic level. We want to see local Members more involved, with better information and more opportunities to influence decisions.

Finally, we were pleased to find that all is well with our Road Safety service. We are meeting targets – reducing death and injuries of all road users. There is still much to do and we are pleased that a significant percentage of the Road Safety Performance Reward Grant will now be ring fenced for further improvements with a view to our achieving Beacon Status for the service.

Kath Hartley



Glossary

BFB	Birmingham Focus on Blindness
BRSP	Birmingham Road Safety Partnership
DfT	Department for Transport
Fatal accident	A casualty who sustained injuries which caused death less than 30 days after the accident (but excludes confirmed suicides)
KSI	Killed or seriously injured
LPSA	Local Public Service Agreement
O&S	Overview and Scrutiny
PSV	Public Service Vehicles (e.g. buses)
RNIB	Royal National Institute for the Blind
RoSPA	Royal Society for the Prevention of Accidents
RSET	Road Safety Education Team (Birmingham City Council)
RSG	Road Safety Grant
SEN	Special Educational Needs
Serious accident	An injury for which a person is detained in hospital as an in-patient, or any of the following injuries whether or not they are detained in hospital: fractures, concussion, internal injuries, crushing, severe cuts and lacerations severe general shock requiring medical treatment, injuries causing death 30 days or more after the accident
Slight accident	An injury of a minor character such as a sprain, bruise or cut which is not judged to be severe, or slight shock requiring road side attention. This definition includes some injuries not requiring medical treatment
STATS19	Personal injury road accident data is collected by the police
WMP&TSC	West Midlands Planning and Transportation Sub-Committee
WMRSPB	West Midlands Road Safety Partnership Board



Summary of Recommendations

	Recommendation	Responsibility	Completion Date
R01	Information on traffic accidents should be made available to Members (for example through Ward or Constituency Committees) on an annual basis. Ways of making this information available to the public should be explored.	Cabinet Member for Transportation and Street Services	October 2009
R02	The Cabinet Member for Transportation and Street Services should consider awarding a significant proportion of the LPSA reward grant to the Birmingham Road Safety Partnership with a view to achieving Beacon Status.	Cabinet Member for Transportation and Street Services	October 2009
R03	That the Cabinet Member for Transportation and Street Services, after the results of the national consultation are published, bring a full report to this Committee outlining the outcomes and implications for Birmingham.	Cabinet Member for Transportation and Street Services	April 2010
R04	That the Cabinet Member for Transportation and Street Services fully considers the implications of shared space schemes for all users and sets out a clear policy, including setting out the differences between a "de-cluttering" exercise and a radical re-design of the street. This should encompass: <ul style="list-style-type: none"> ▪ The types of area in which shared space schemes should/could be implemented; ▪ What protections need to be in place to ensure no road users are excluded; ▪ How residents can go about requesting a shared space in their area, whether it be a "de-cluttering" exercise or a radical re-design of the street. 	Cabinet Member for Transportation and Street Services	April 2010
R05	Reflecting the outcome of the policy as set in R04, the Cabinet Member should bring forward a trial scheme, with the agreement of local Members and the involvement of local residents, schools (if nearby) and relevant groups. The approach should exemplify best practice and be the template on which future schemes are based.	Cabinet Member for Transportation and Street Services	October 2010



	Recommendation	Responsibility	Completion Date
R06	That each Ward Member receive a quarterly update on road safety events in his/her ward with an invitation to participate as appropriate.	Cabinet Member for Transportation and Street Services	October 2009
R07	Progress towards achievement of these recommendations should be reported to the Transportation and Street Services Overview and Scrutiny Committee in January 2010. Subsequent progress reports will be scheduled by the Committee thereafter, until all recommendations are implemented.	Cabinet Member for Transportation and Street Services	January 2010



1 Introduction

1.1 Approaches to Ensuring Road Safety

- 1.1.1 In June 2008, the Transportation and Street Services Overview & Scrutiny (O&S) Committee received a briefing on traffic accidents involving injury recorded by the West Midlands Police as occurring in Birmingham in the 2007 calendar year. This showed 3,820 traffic accidents involving injury in Birmingham, resulting in a reported 5,231 casualties. Of these casualties, 24 were fatal.¹
- 1.1.2 Data going back to 1997 showed that this represented a significant reduction in fatalities: 50 people had been killed on the roads in 1997. There had also been a significant reduction in serious injuries: down from 707 in 1997 to 490 in 2007.²
- 1.1.3 Despite these improvements, road safety remains a concern for all users of the public highway – motorists, pedestrians, cyclists and motorcyclists. Nationally, there were 2,946 road users killed in 2007 and nearly 28,000 more seriously injured; it is estimated that road traffic accidents cost the economy nearly £8 billion a year.³ It is in the best interest therefore of all agencies to work to keep people safe by maintaining the roads and encouraging road users to be aware of and abide by the various measures in place to keep them safe. The City Council has a key role to play.
- 1.1.4 As Members of the Transportation and Street Services O&S Committee, and through our work as Ward Councillors, we were aware of the work to ensure the safety of all road users. This included the use of various traffic calming measures, education campaigns and enforcement action and is both the work of the City Council and our partners. However, since the inception of the Cabinet system and the consequent demise of the Technical Services and Road Safety Committee (where a cross-party group of Members would consider road accident statistics regularly and participate in related decision-making), local Councillors have generally been a step removed from road safety work.
- 1.1.5 We therefore started this review with a view to re-dressing that balance as appropriate. We were also keen to understand how the City Council and partners would continue to reduce these accident numbers in light of tighter targets and the view that there was now reduced scope for further improvements to the road infrastructure as targeted work had filtered out the main areas of concern. Intelligence data and government guidance was focusing more on educating road users as well as carrying out enforcement activity to ensure that roads continued to become safer.
- 1.1.6 With this in mind Members of the committee were keen to ensure that the good work put into practice by the City Council and partner agencies to make roads safer (through engineering,

¹ Briefing Note to Transportation and Street Services O&S Committee, 17 June 2008 – available from the Scrutiny Office on request. Detailed accident statistics for 2007 are also available.

² For definitions of “fatal”, “serious” and “slight” injuries, see the Glossary.

³ <http://www.dft.gov.uk/consultations/closed/compliance/executive/> Note to Review Group, 14 January 2009.



education and enforcement) continued to have an impact on the number of accidents and casualties on the city's roads.

1.2 Purpose of Review

1.2.1 The aim of this review was to look at how the City Council can ensure it is as effective as it can be in ensuring road safety for all users. The review will support the Council's objective of a "Clean, Green and Safe" city and the commitments made within the "Visions" Strategy⁴ including "improving the safety of all travellers" and will contribute to meeting national targets.

1.2.2 Therefore the key question asked was:

Is the City Council as effective as it can be in ensuring road safety for all users?

1.3 Methodology

1.3.1 This review was conducted by a group of six members of the Transportation and Street Services O&S Committee, with evidence taken during early 2009.

1.3.2 We gathered evidence through a combination of methods, including:

- Discussion with and evidence taken from witnesses and relevant parties during our Review Group meetings, including those who are responsible for:
 - The design and engineering of roads and traffic systems;
 - Providing the range of enforcement activities, from penalty notices to prosecutions under the Road Traffic Act 1988;
 - Conducting educational activities with children, young people and communities aimed at raising awareness and reducing the number of road accident casualties.
- Meeting with representatives of people with visual impairments with particular reference to their experiences of navigation of 'shared space';
- Researching road safety statistics in core cities and across the West Midlands and good practice pursued by other local authorities;
- Hearing from the Chair of the West Midlands Road Safety Partnership on the priorities for road safety in the region;
- Attending a national road safety conference: *Road Safety – Beyond 2010*;
- Visiting a number of sites with road safety measures introduced to increase safety. We visited some sites in the city where methods have been put in place to modify driver behaviour such

⁴ Transport Strategy for Birmingham, 2000.



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as 'road humps' to slow down those speeding, '20 miles per hour' restrictions outside schools and pedestrian crossings in a busy shopping area to help vulnerable road users stay safe.

- 1.3.3 A full list of witnesses is contained in Appendix 1: Contributors to this Review. We wish to express our thanks for their contribution.
- 1.3.4 The following report sets out our findings, looking at the three key areas of engineering, education and enforcement. Along the way we have gathered a number of local examples to illustrate these findings and these are set out in the grey boxes throughout the report.



2 Context

2.1 The Role of the City Council

2.1.1 Section 39 of the Road Traffic Act 1988 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 shall have power to make contributions to the cost of measures for promoting road safety taken by other authorities or bodies”. Much of the work carried out by the Highways department contributes to this aim, including:

- Maintaining the highway and associated equipment (street-lighting, traffic signals and signs, etc.) to a high standard;
- General highway improvements, e.g. new pedestrian crossings, cycle lanes, red-routes, constructed to appropriate design standards;
- Formal safety auditing of individual highway improvement schemes during design and construction.

2.1.2 There are also schemes specifically aimed at improving road safety, funded by both the Local Transport Settlement and from corporate resources:

- Engineering based schemes specifically designed to reduce the number and severity of road accident casualties (known as Local Safety Schemes) – £1.4m (2008/09);
- The Safer Routes to School Programme which combines physical improvements with education/training for children – £0.6m (2008/09).⁵

2.1.3 The City Council also has in place a Road Safety Team which provides education, training and publicity on road safety issues, working primarily with children and young people. Funding for the permanent staff and road safety activities comes from the Transportation and Street Services revenue budget. Further funding comes via a service level agreement with Children, Young People and Families Directorate, and grants from the Department for Transport. A sum of £16,000 from the West Midlands Joint Initiatives Fund for delivering activities in partnership with stakeholders has also been received.

2.1.4 It is worth noting that this report focuses on road safety on local roads. Motorways and trunk roads are the responsibility of the Highways Agency and are not considered in this report.

Road Safety Priorities

2.1.5 Road Safety priorities for Birmingham are set out in a number of strategies, including:

⁵ Briefing Note provided by Birmingham City Council Road Safety Team for this review.



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- i. **Outcome 2 of the Sustainable Community Strategy** – ‘Stay Safe in a Clean, Green City – “fewer people will sustain injuries as a result of road traffic accidents”’;
- ii. **Council Plan 2008-13** - Priority Action “Working with partners to improve road and transport safety” under the Stay Safe in a Clean Green City objective;
- iii. **Birmingham Safeguarding Children Board** – Under the current Children and Young People’s Plan there is a commitment “to reduce the number of 0-15 year olds killed or injured in road traffic accidents.”

Table 1: Allocation of Road Safety Grant 2008/09

Birmingham City Council – Transportation and Street Services Directorate Road Safety Funding	2008/09 £000’s	2009/10 £000’s
Capital		
Included in the Local Safety Schemes Programme – Road Surface improvement	113.8	116.6
Sub Total	113.8	116.6
Revenue		
2008 Road Safety Campaigns and Initiatives	50	-
Road Policing	75	75
Secondary School / New Arrivals Team	40	51
‘Bikeability’ Officer and Cycle Training Instructors	30	45
‘Streets Ahead on Safety’ – Roll Out	31	49
Road Safety Co-ordinator	45.2	-
Road Safety Partnership	-	75
Data Analysis, Project and Programme Monitoring and Evaluation	-	18.3
Sub Total	271.2	313.3
TOTAL	385	429.9



- 2.1.6 There are also government-set targets for reducing road casualties: nationally the target was to achieve a 40% reduction in the number of people killed or seriously injured in road accidents (KSI) and a 50% reduction in the number of children killed or seriously injured (based on the average from 1994-1998).
- 2.1.7 This translated to a Local Public Service Agreement (LPSA2) target for Birmingham to achieve less than 465 KSI casualties for the year ending 31st December 2008. This target was exceeded, with 430 people killed or seriously injured on Birmingham's roads in 2008.
- 2.1.8 National performance indicators were introduced in 2008 and include NI 47 (people killed or seriously injured in road traffic accidents) and NI 48 (children killed or seriously injured in road traffic accidents). The figures will be based on a 3 year rolling average.
- 2.1.9 Further longer term targets are proposed in a consultation document published by the Government in April 2009:
- To reduce road deaths by at least 33% by 2020 compared to the baseline of the 2004–08 average;
 - To reduce the annual total of serious injuries on our roads by 2020 by at least 33% compared to the baseline.⁶
- 2.1.10 To support work towards these targets, the Council also receives a specific road safety grant from the Government. Birmingham was allocated approximately £385,000 in 2008/09. This grant replaces the previous funding arrangements for the operation and maintenance of speed and red-light enforcement cameras.
- 2.1.11 The Department for Transport and Cycling England also fund the Road Safety Team to deliver cycle training (Bikeability Level 2). The total awarded for 2008/09 was £40,000.
- 2.1.12 Opportunities arise from time to time for local authorities to bid for grants for road safety activities from the Department of Transport. In the past Birmingham has received funding for initiatives to improve junctions for vulnerable road users and reduce the numbers of child pedestrian casualties. The City Council has been successful in securing a grant of up to £6m to complete the Inner City Road Safety Demonstration Project ('Streets Ahead on Safety').
- 2.1.13 In addition, as noted above, the LPSA target to reduce the numbers of people killed and seriously injured on Birmingham's roads was achieved. This will generate a performance reward of £2,615,760 which will be received in 2009/10. However, this money will not automatically go back into road safety work. How the money would be used was under discussion at the time of writing.

⁶ Department for Transport, A Safer Way: Consultation on Making Britain's Roads the Safest in the World, April 2009.



2.2 Partnership Working

- 2.2.1 Whilst physical local road safety interventions have historically been developed and implemented primarily by the local authority, other activity to improve road safety has been shared with other agencies, most notably the Police, Fire Service and Schools. We have already referred to some of the joint working undertaken in road safety education. In recent year, a number of formal partnerships have been created (regionally and at a city-wide level) to bring together resources, knowledge and expertise.
- 2.2.2 Partnership working has helped to identify 'hot spot' areas ensuring a more direct approach in the work of the Road Safety Education Team (RSET) team and the Birmingham Road Safety Partnership such as providing geographical location of accidents. It was suggested during our evidence gathering that an increase in resources would allow for more in-depth analysis, benchmarking and targeted work to be done i.e. with hard to reach communities.

Birmingham Road Safety Partnership (BRSP)

- 2.2.3 The Birmingham Road Safety Partnership was established in 2008 as a formal body under the Safer Birmingham Partnership in recognition of the fact that, whilst numbers of injuries and deaths caused by road accidents were decreasing, there was a risk that the LPSA target would not be reached (however, the culmination of the work undertaken by the BRSP did successfully achieved the 2008 LPSA target). It also specifically sought to respond to the Audit Commission's 'Changing Lanes'⁷ report which emphasised the importance of joint-working on road safety initiatives.
- 2.2.4 The BRSP consists of officers from the different partners involved in keeping all road users safe. Representatives from the City Council, Police, Fire Service and Health Service meet regularly to develop road safety initiatives in Birmingham. A Road Safety Co-ordinator was appointed in 2008 in support of the LPSA target for the city of no more than 465 people killed or seriously injured (KSI) in road traffic collisions for 2008.
- 2.2.5 The BRSP also includes the West Midlands Casualty Reduction Scheme (WMCRS) (began in October 2002 as West Midlands Casualty Reduction Partnership). Funding is used from the region's specific road safety grant to implement road safety measures through education, engineering and enforcement. Partners identify road safety issues, determine an appropriate solution and, where appropriate, conduct enforcement through safety cameras and police enforcement.

West Midlands Road Safety Partnership Board (WMRSPB)

- 2.2.6 On 22 January 2007 the West Midlands Planning and Transportation Sub-Committee (WMP&TSC)⁸ approved the establishment of the West Midlands Road Safety Partnership Board. The WMRSPB

⁷ Audit Commission, 2007.

⁸ The Sub Committee co-ordinates and promotes the mutual views of the seven West Midlands District Councils on strategic planning and transportation issues affecting the West Midlands in collaboration with the West Midlands Passenger Transport Authority (WMPTA) and Centro.



was established to administer the Road Safety Grant that replaced the ring-fenced funding for safety cameras after March 2007.

2.2.7 Membership of the Board includes representatives of each of the seven local authorities in the region, plus one Member of the Fire Authority, Police Authority, Health Authority, Highways Agency and HM Court Service with technical support offered by the Chief Engineers and Planning Officers Group.

2.2.8 The purpose of the board is

“To promote safety for all road users in the West Midlands Metropolitan Area, and support the delivery of the West Midlands targets for the reduction in the number and severity of road traffic accident casualties.”⁹

2.2.9 Key tasks undertaken by the Board on behalf of the West Midlands Metropolitan Local Authorities are:

- Publicity and campaigns to promote road safety in the West Midlands;
- Responding to Government consultation and other matters affecting road safety;
- Administer, annually, the use of that part of the Road Safety Grant (RSG) retained for West Midlands Joint Initiatives. This includes approval of financial matters associated with the RSG programme, including approval of the Police Operational Case and distribution of the RSG, monitoring expenditure on programme delivery and outcomes, and considering requests to carry forward unused grant against the background of service priorities identified elsewhere;
- Monitor and review the management and operation of safety cameras in the West Midlands Metropolitan Area this includes determining (against the background of the requirement that only cameras sited in accordance with national guidelines may be installed) any proposal to change the installation criteria;
- Submit a report at 6-month intervals to the West Midlands Joint (Planning and Transportation) Sub-Committee setting out progress towards targets, and how value for money is being achieved to enable the Sub-Committee to determine future resource allocation for the achievement of the Local Transport Plan Targets;
- Monitor progress towards the traffic accident casualty reduction targets as set out in the West Midlands Local Transport Plan;
- Monitor performance under the National Indicators for road safety (NI47 and NI48);
- Monitor traffic accident trends within the West Midlands to develop an understanding of the road safety issues facing the West Midlands Metropolitan Area;

⁹ West Midlands Planning and Transportation Sub-Committee, Report of the Chief Engineers and Planning Officers Group, WMRSPB Terms of Reference and Governance Arrangements, 6 June 2008.



- Monitor the effectiveness and value for money of the West Midlands Driver Improvement programme.

2.3 Accident and Casualty Trends in Birmingham

- 2.3.1 A summary of the traffic accident statistics for 2007/08 is contained in Appendix 2a. An explanation of how statistics are collected and shared is contained in Appendix 2b.
- 2.3.2 The figures show 3,506 traffic accidents involving injury recorded by the West Midlands Police as occurring in Birmingham in 2008. The accidents resulted in a reported 4,832 casualties – 430 of these fatal or serious.¹⁰ This shows real improvement on the 2007 figures, when there were 5,231 casualties, including 514 people involved in fatal or serious accidents.
- 2.3.3 Looking back over the past 10 years also shows a decrease from 2008: in 1998 there were 5,201 casualties, with 725 people involved in fatal or serious accidents. Although the overall 1998 casualty figure is similar to 2007 (5,201 / 5,231) there has been a serious drop in fatal or serious casualties: 725 in 1998 to 514 in 2007 and 430 in 2008 (see Tables A1(i) and (ii) in Appendix 2a).
- 2.3.4 Of the 4,832 casualties sustained in 2008:
- 808 were pedestrians (17%);
 - 3,234 were in cars (67%): 2,040 were drivers (42%) and 1,194 passengers (25%);
 - 1,323 were aged 20-29 (27%): 9 of these people were killed;
 - 568 were aged under 16 (12%): 3 of these were fatal;
 - Half of these child casualties were pedestrians (49%) and over a third car passengers (39%);
 - 356 casualties were aged over 60 (7%) (see Tables A2–A7 in Appendix 2a).
- 2.3.5 Comparing Birmingham's figures with other core cities shows the city to have the highest number of people killed or seriously injured – not surprising for the largest city. Birmingham does show one of the biggest reductions in casualties from the 1994/8 average to 2007 (34%). Only Liverpool showed a greater reduction, of 43% (see Table A8 in Appendix 2a.)

¹⁰ For definitions of "fatal", "serious" and "slight" injuries, see the Glossary.



3 Engineering a Safer Road Environment

3.1 Introduction

3.1.1 As already noted, figures show that there have been significant reductions in the number of people killed in road accidents in the UK and in Birmingham in the last 10 years. Evidence suggests that there are a number of contributory factors for this but the significant advancement in technology allowing for safer cars, and the engineering measures put in place on our roads to ensure that drivers can and are encouraged to drive safely are critical.

3.1.2 In this chapter we look at how we engineer a safer environment. As Ward Members we are often asked to put in additional pedestrian crossings or road humps by residents concerned about safety in their area, yet professionals tell us the opportunity for using such interventions to reduce accidents are decreasing. We therefore wanted to gain a thorough understanding of these issues, so that we and other Members are better informed to discuss these issues with residents. We also wanted to test the notion that engineering options are becoming less prominent as a means of tackling road accidents.

3.2 Local Safety Schemes

3.2.1 Engineering based schemes specifically designed to reduce the number and severity of road accident casualties are delivered through the Local Safety Schemes programme. There are a number of schemes that could be used within this programme, mainly to reduce speeds or give pedestrians greater priority. An illustrated list of the 19 interventions used by Birmingham City Council was provided to this Review Group (Appendix 3). These reflect good practice and guidance from the Department for Transport, and are funded through the City Council's Transportation Capital Programme.

3.2.2 The 2008/09 Local Safety Schemes Programme, agreed by the Cabinet Member for Transportation and Street Services in September 2008, included:

- A Road Surface Safety Programme: road surface improvements where accidents with relevant characteristics were matched with carriageway skidding resistance measurements to identify sites with potential for accident reduction through improvements to the road surface (£286,000, added to funding already approved for this initiative by the Cabinet Member for Transportation and Street Services from the Specific Road Safety Grant);
- A Vehicle Activated Speed Sign Programme: vehicle activated signs that warn drivers that they are exceeding the speed limit. Accident data and speed data held by the Police will be used to help identify suitable locations. 10 such signs had already been allocated for use in Birmingham



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as part of a West Midlands funded joint road safety initiative. The £202,800 from the local safety schemes programme was used for the purchase of additional signs and installation.

- 3.2.3 We were informed that locations where accidents have already happened are prioritised within the Local Safety Schemes programme on the basis that this is the best indicator of future accidents, although it is acknowledged that not all incidents are reported to the Police (slight damage to vehicles or near misses for example). However, it should not be assumed that locations where accidents happen automatically qualify for a Local Safety Scheme – accidents happen for a variety of reasons and not all require an engineering solution.
- 3.2.4 There are also of course limited resources. For that reason, clusters of accidents are identified where a single measure or package of measures could be expected to have an impact on a road where a number of accidents had occurred, such as a junction or pedestrian crossing. Again it does not automatically follow that priority should be given to largest numbers of accidents. It may be more beneficial to treat a location with a small number of accidents which are very similar in circumstances, rather than a location with more accidents but which have little in common.
- 3.2.5 A briefing note provided to this Review Group set out the following steps to be considered in determining whether an engineering solution is needed:
- Is there an acceptable measure to address a particular problem? (e.g. some traffic calming measures may be considered acceptable in some locations but not in others; measures which improve safety but restrict parking may be considered unacceptable by local residents);
 - Will the impact of the measure solve the problem or merely relocate it to an adjacent road, e.g. will drivers switch to an adjoining road to avoid traffic calming measures?
 - Is it affordable, within the limited capital resources available for this work?
 - Is it affordable from the point of ongoing operation/maintenance, within the limited revenue resources available?¹¹
- 3.2.6 Therefore there is not a set number of accidents that must occur before action is taken, rather a decision is made based on a mix of accident numbers and their cause, value for money and other planned highway works.
- 3.2.7 The targeting of hotspots is good practice and a national approach. However the Government has expressed concern about the monitoring the effectiveness of these interventions:

We are concerned that road safety engineering schemes are rarely appraised on the same basis as other transport schemes. They tend to be justified in terms of first year rates of return rather than whole-life benefit-cost ratios and to take little account of their wider impacts, for example on travel time, or of regression to the mean – whereby sites are chosen for engineering action on the basis of

¹¹ Briefing Note on Road Safety from the Road Safety Team, Birmingham City Council, 14 January 2009.



short-term increases in casualties that may be expected to reduce without intervention.¹²

3.2.8 However, the same report goes on to say that:

There is continuing evidence of the high value for money of such schemes. Evidence from stakeholders and from new research suggests that returns of more than 160 per cent in the first year are still commonplace. ... We also have evidence of the high returns still available from diverse engineering schemes such as side barriers and interventions to protect motorcyclists. Such economically beneficial schemes merit greater support than they are currently receiving.¹³

3.2.9 Monitoring is conducted at these sites before and after measures are implemented (three years before and after to give a full picture of the impact of the change). The Police also conduct monitoring where speed cameras have been deployed and some speed enforcement signs can record speed to allow before and after comparisons to be made.

Local Visits

Visits undertaken by Members of the Review Group to examine some examples of local safety schemes included:

1. **Small Heath Highway**:- warning signs approaching bend (westbound carriageway on section between Golden Hillock Road and Bordesley Circus);
2. **Bordesley Circus**:- circulatory markings at major roundabout;
3. **Havelock Road, Washwood Heath**:- residential road traffic calming (recent);
4. **Ralph Road, Ellesmere Road, Edmund Road** - area traffic calming (1995);
5. **Rocky Lane - Walter Street, Nechells**:- warning signs and road markings on bend (recent)
6. **Pitts Farm Home Zone - Pype Hayes**:- developments on shared space concept;
7. **New John Street West, City Centre**:- vehicle activated speed warning signing in advance of speed camera (west bound carriageway, to the west of junction with Summer Lane) (recent).

¹² Department for Transport, A Safer Way: Consultation on Making Britain's Roads the Safest in the World, April 2009.

¹³ Department for Transport *ibid.*



3.3 Speed Limits

3.3.1 As it had been suggested that the scope for individual engineering schemes to reduce road accidents is reducing, the emerging view is that Route Management Strategies, which look at individual transport corridors, may be the best mechanism to address road safety in the future.

3.3.2 This would mean looking at the corridor as a whole and not just at particular junctions for example, and the package of measures necessary to increase road safety and other improvements, such as decreasing pollution. One crucial element of this consideration – and one that is currently receiving a lot of attention – is speed.

3.3.3 As can be seen from the list in Appendix 3, a number of the interventions focus on speed reduction. This reflects evidence that speed has a critical impact on the severity of injury, regardless of the cause of the accident. Oft quoted figures from a study in 1979 state:

Research suggests that pedestrians struck at 30 mph have about a 1 in 5 chance of being killed. At 20 mph the chance of a pedestrian dying is 1 in 40.¹⁴

3.3.4 Other research has shown that reducing speeds to closer to 20 mph zones is very effective at reducing collisions and injuries, for example showing that the number of accidents involving injury to children may be reduced by up to two-thirds.¹⁵

3.3.5 Enforcement of speed limits is carried out primarily by the Police and is discussed in Chapter 4, but in this chapter we will consider how speed limits are set in the first place. Birmingham City Council, as the traffic authority, can set local speed limits in certain circumstances, varying the three national speed limits:

- The 30 mph speed limit on street lit roads (sometimes referred to as Restricted Roads);
- The national speed limit of 60 mph on single carriageway roads;
- The national speed limit of 70 mph on dual carriageways and motorways.

3.3.6 Traffic authorities are required to keep their speed limits under review with changing circumstances.

3.3.7 However, in April 2009 the Government published *A Safer Way: Consultation on Making Britain's Roads the Safest in the World*. A key proposal was to recommend "that highway authorities, over time, introduce 20 mph zones or limits into streets that are primarily residential in nature and which are not part of any major through route":

Local authorities have been incrementally introducing such zones and limits in recent years. We do not have comprehensive data on the extent of 20 mph zones

¹⁴ Ashton and Mackay 1979, cited in Department for Transport, *A Safer Way: Consultation on Making Britain's Roads the Safest in the World*, April 2009 – unfortunately we have not been able to track down the original source.

¹⁵ Webster and Mackie, 1996, cited in DfT Circular 01/2006, Department for Transport, 8 August 2006.



and limits, but we do know, for example, that London now has around 750 zones. Such zones and limits are proven to make our streets safer, where they are appropriately engineered. There is an established toolkit of engineering measures that moderate vehicle speeds, and we will want to see these used appropriately in the creation of zones.¹⁶

3.3.8 There is some caution: the document reiterated the Department for Transport (DfT)'s previous position that emphasised the difference between "engineered" 20 mph zones (i.e. where the road layout or design was such that drivers were forced to drive at 20mph) or 20 mph roads (denoted by signs). The former were deemed preferable as these can reduce speeds to near 20mph, whereas the latter generally only reduce speeds by 1–2 mph. However, research will be conducted on "the effect on speeds and casualties of wide-area, un-engineered 20 mph zones".

3.3.9 The evidence we received from the Police was that 20 mph should be "self-enforcing", i.e. appropriately engineered, in line with earlier DfT guidance:

Speed limits should be evidence-led, self-explaining and seek to reinforce people's assessment of what is a safe speed to travel. They should encourage self-compliance and not be seen by drivers as being a target speed at which to drive in all circumstances.¹⁷

3.3.10 Indeed, safety cameras for 20 mph are not currently Home Office approved. We did consider the different ways in which motorists are warned of changing speed limits. In Birmingham, the use of vehicle activated signs is being trialled. Some such schemes have been implemented in and we need to observe the effect.

3.3.11 There are currently examples of 20 mph areas and zones in Birmingham already. Speeding near schools is a particular concern. The Cabinet Member for Transportation and Street Services has introduced a policy of 20 mph zones, where possible, outside schools in Birmingham and two examples of these are in Bournville Ward and Moseley and Kings Heath Ward.

3.3.12 Another example is the Trescott Road area of Weoley ward. A 20 mph speed limit was imposed in February 2000, but no other physical speed reduction measures have been implemented. The area is self-contained, with little through traffic. A survey was conducted in 2001 to discover residents' attitudes towards this and the key findings were:

- 80% of residents support the implementation of a 20 mph speed limit in the Trescott Road area of Birmingham;

¹⁶ Department for Transport, A Safer Way: Consultation on Making Britain's Roads the Safest in the World, April 2009.

¹⁷ Department for Transport, Setting Local Speed Limits DfT Circular 01/2006, 8 August 2006.



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- 59% of residents feel that the introduction of the 20 mph speed limit on its own, without any further physical measures, has not improved safety in the area;
- 47% of residents feel that the area is unsafe for pedestrians;
- 54% of residents would like to see road humps in the area.

3.3.13 Comments from residents show that they feel motorists are, on the whole, ignoring the signs and still driving at 30/40 mph.

3.3.14 We must consider these examples in more detail before going ahead with implementing 20 mph areas across the city. Cost must also be factored in: crude estimates conducted by the Council's Highways department suggests that to extend 20 mph zones across all residential roads in Birmingham would cost around £2.7m in signage alone. As an indication: works at Walmley Village was undertaken in 2005 and encompassed a length of approx. 250m of Walmley Road and approx. 1000m of side roads. The cost of the works which included signs, lines, raised tables and humps was approx. £46,000. The cost of lines and signs only without the raised tables and humps was approx. £9,500.

3.4 Shared Space

3.4.1 As part of our evidence-gathering, the concept of "shared space" was discussed. This is a new approach to public space which aims to do away with the sharp distinction between the highway, where motor vehicles have priority, and public space, which pedestrians are able to use freely.

3.4.2 In order to find out more, we invited a professional in the field to speak to the Committee about the ideas.¹⁸ We were told that shared space is not simply about a toolbox of engineering options but about a wholly different approach to the relationship between vehicles and pedestrians. Since the 1960s the emphasis has been on keeping these apart, primarily for the safety of pedestrians. However, there is an emerging view that this could be counter-productive: drivers rely on signs and signals rather than observing pedestrians, and this in turn can encourage travel at higher speeds.

3.4.3 The issue of "design speed" is central to the shared space philosophy. Most debate about speed focuses on speed limits (i.e. the regulatory framework) rather than what might be leading to inappropriate speeds in the first place. For example, roads could be designed to encourage speeds closer to 20 mph – using tighter dimensions, a different geometry and range of materials for example. Deciding what speed is appropriate in urban areas is the essential starting point for shared space (and for any policy relating to speeds).

3.4.4 The current orthodoxy that signs/markings/signals equals greater safety can lead to an even greater plethora of signs/markings/signals, which is both potentially distracting and distances the

¹⁸ Ben Hamilton Baillie (Hamilton Baillie Associates). Ben coined the phrase "shared space" in 2003.



driver from his/her surroundings. As we noted in our own evidence gathering, there is always a balance to maintain, for example placing guardrails along a section of pavement may help prevent children running into road, but this also makes them less visible.

3.4.5 Employing a shared space would remove the “clutter” from streets, put the driver back in the social context of the street and force him/her to negotiate the road alongside pedestrians and cyclists. The key principle is “civility” and encouraging drivers and pedestrians to think for themselves, rather than rely on a set of instructions such as signs and lights. Many expensive conventional highway installations can be removed where shared space succeeds in lowering speeds and improving interaction and mutual respect between different road users.

3.4.6 It should also be noted that there are a range of ways in which the shared space concept can be employed: from a “de-cluttering” exercise, to a radically re-designed space where the distinctions between pedestrian and vehicle areas are redefined and boundaries minimised.

3.4.7 A number of examples were used to illustrate this, mainly in mainland Europe but also Kensington High Street and Seven Dials in London, and Ashford in Kent. The main drivers for the scheme includes:

- Economic: for example the Kensington High Street change was in part prompted by the need to “enhance the vitality, viability and attractiveness of High Street as a shopping centre as well as a place to live and work”,¹⁹
- Safety: it is reported that, based on two years of 'before and after' monitoring, casualties fell from 71 in the period before the street was remodelled to 40 afterwards – a drop of 43.7%,²⁰

3.4.8 In some instances the slower, steadier traffic flows associated with shared space can also benefit traffic flow as it removes “dead time” between the phasing of traffic signals for example.

3.4.9 We also heard a different viewpoint. Representatives from the Royal National Institute for the Blind (RNIB) and Birmingham Focus on Blindness (BFB) told us of their concerns with such schemes and how they were currently being implemented in the city. Current examples (such as John Bright Street in the city centre) are viewed as “an obstacle course” for the visually impaired with removal of traditional features such as kerbs and the introduction of more planting etc.

3.4.10 The Guide Dogs for the Blind have stated their case on their website: they believe that as much of the negotiation involved in navigating shared space relies on eye contact; this puts blind and partially sighted people at a “serious disadvantage” – and could even be life threatening. The key concern is the removal of the kerb:

Blind and partially sighted people, particularly guide dog owners and long cane users are trained to use the kerb as a key navigation cue in the street environment. Its removal, without a proven effective, alternative feature,

¹⁹ http://www.rbkc.gov.uk/EnvironmentalServices/general/hsk_intro.asp.

²⁰ The Guardian, 29 February 2008.



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exposes blind and partially sighted people to greater risk, undermines their confidence, and so creates a barrier to their independent mobility.²¹

- 3.4.11 The RNIB emphasises the huge safety risk they believe shared spaces pose to blind and partially sighted. The wider issue is the fact that these areas can be difficult to navigate for blind and partially sighted people and so can act as a barrier to independent mobility and lead to a lack of confidence.
- 3.4.12 The response from those promoting shared space is that there is – understandably – much confusion around the issue of "eye contact". This is often used as shorthand for non-verbal communication and shared space does not in fact rely on eye contact. Rather the emphasis is on recognising the specific individual circumstances of each person (as in other walks of life). Blind or partially-sighted people do not specifically need to employ eye-contact to be able to communicate intentions, and the emerging findings from shared space schemes elsewhere in the UK suggest that shared space (if carefully implemented) does not represent a barrier or impediment for wider participation of vulnerable pedestrians in the public realm.
- 3.4.13 This debate must continue, and we propose some means of making progress on this issue in Chapter 6 of this report. What does seem clear, however, is the lack of consultation with disability groups when shared space or other highway changes are proposed. For example the RNIB had been unaware of the proposed changes outside their headquarters on John Bright Street. Changes to John Bright Street and Lower Severn Street were made to make the streets a pedestrianised area. This included low kerbs to encourage priority for pedestrians over vehicles in the carriageway, and raising the junction of John Bright Street/Lower Severn Street to fully encourage the mixing of pedestrians and vehicles, with pedestrians given priority.
- 3.4.14 Concerns were raised on a Scrutiny visit to the area, particularly with regard to issues facing blind and partially sighted people. The Council is now looking at a safety scheme to meet RNIB's concerns.
- 3.4.15 Another example of a (proposed) shared space in Birmingham reveals that there is some appetite for these schemes. Moseley Forum has recently commissioned professionals to design a "shared space" scheme for Moseley centre.²² This followed residents' discussions about road safety and parking in the area, and a proposal for a Red Route on the Alcester Road. Public meetings have been held to discuss the options, and it was decided to take this further with a commissioned brief for the area. Current ideas include creating a single level for roads and pavements, removing traffic signals but encouraging drivers to travel slowly using narrower roads (marked with trees and different coloured paving) and adding a roundabout to a main junction. A brief is, at the time of writing, being drawn up.

²¹ <http://www.guidedogs.org.uk/sharedstreets/index.php?id=204>.

²² Reported in Birmingham Post, 14 May 2009.



3.4.16 Residents have expressed concerns: such as the potential implications for more vulnerable roads users, and the impact on congestion. Therefore, the residents who are leading on this work are holding discussions with other interested parties – Council engineers, representatives of the blind and partially sighted, business representatives and Councillors.



4 Raising Awareness in Road Users

4.1 Education, Training and Publicity

4.1.1 Engineering safer roads is only part of the story. It is also necessary to invest in changing road users' behaviour to maintain the progress made to date and to meet the set national and local targets to reduce the number of KSI's on our roads. The statutory requirement for a local authority to undertake road safety work is set out in the Road Traffic Act 1988 (Section 39). The Act specifically refers to a duty for "the dissemination of information and advice relating to the use of roads, the giving of practical training to road users or any class or description of road users". The Act gives local authorities responsibility for all public roads outside the motorway and trunk road system and as such the Local Authority must:

- Carry out studies into the cause of accidents on roads in their area;
- Take measures appropriate to prevent such accidents;
- Provide road safety education, training and publicity for all ages and types of road user, from pre-school children to the elderly.

4.2 The Road Safety Education Team (RSET)

4.2.1 The Council's strategy is to support the education and training the road user receives through national actions such the Driving Test, Highway Code and national road safety campaigns.

4.2.2 The City Council's Road Safety Education Team (RSET) is responsible for educating and training road users. The team is responsible for meeting specific objectives as set out in 2.1.5. In addition the team is committed to meeting the 'Stay Safe' and 'Be Healthy' objectives as set out in the Council Plan, an example of this is contributing towards maximising the health potential of children and young people by encouraging pupils to take more exercise through its cycle and walking to school programmes.

4.2.3 The RSET are involved in a number of activities aimed at raising awareness in road users about the importance of road safety. These include *targeted local road safety campaigns*, road safety education (*schools programme*) and road user training (*cycle training/driver improvement programme*). A newsletter promoting road safety is also distributed to all local authority schools, neighbourhood offices, colleges and statutory agencies.

4.2.4 The City Council on average spends 35p per head of population on its Education, Training and Publicity function for road safety. Comparing this figure nationally, this appears to be relatively low: the Audit Commission's report "Changing Lanes" states that:



Individual councils vary widely in how much they spend on road safety. They spend from around 50p to £10 per head per on engineering, and much less on ETP: between 10p and £2.50 per head.

4.3 The Road Safety Education Team Programme

4.3.1 In 1998 a service level agreement was created between the then 'Transportation and Education Department' at Birmingham City Council for the provision of road safety education and training services. The SLA setup in 1998 identifies "standard", "on request" and "specialist services" to be provided by the RSET. The road safety team receives £80k per annum to deliver road safety education activities as agreed through the SLA. Additional funding is sought through various channels as this sum is not enough to support all the team's activities.

Table 2: Services provided by the City Council's Road Safety Education Team

"Standard" service	"On request" service	"Specialist" services
Starting school information packs	Advice on formulating a road safety policy	Cycling education and/or training
Road safety newsletter	Advice to teaching staff about specific projects/activities etc.	In-service training
Telephone advice service	Road safety resource service	

4.3.2 Children are amongst the most vulnerable road users. The RSET have a programme of work aimed getting the road safety message across to children of how to stay safe when using the road. Parents are also targeted as part of this work as they are responsible for setting a good example to their children. RSET run or contribute to a range of road safety schemes (see next section). Their programme of work also includes:

- **Workshops for Schools** – The RSET deliver road safety education as part of the Personal, Social and Health Education (PSHE) curriculum. The road safety educational work is also integrated into Citizenship, a number of other mainstream subjects and as part of the City Council Plan's 'Stay Safe' outcome as specified in the Every Child Matters Programme. In 2008 the RSET introduced a newly developed programme of workshops for each year group designed to fit within the National Curriculum. The workshops are of a practical and interactive nature which aims to raise road safety awareness to pupils from Key Stages 1-4. To date, five thousand students have received training and feedback from schools has been very encouraging and constructive.
- **Walking Buses** - Walking Buses are a government initiative aimed at improving the health and fitness of children by encouraging walking. Through the Walking Bus scheme each participating school receives a £1,000 grant. The RSET has successfully been running Walking Buses in Birmingham since 1998 and to assist schools has developed a Walking Bus Pack. The Pack consists of all the relevant documentation needed to set up a Walking Bus. Currently



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there are 13 Walking Buses in operation.²³ Walking buses reinforces the message to parents that there are alternative ways of getting to school besides using the car and helps to ease potentially dangerous congestion around school gates. For those parents where a Walking Bus is not appropriate then parents are encouraged to “Park and Stride” whereby they can park in a suitable designated location away from the school and continue the journey to school on foot.

- **Special Needs** - Visits to special schools by the RSET have highlighted the need for a highly flexible approach to teaching road safety to young people with special educational needs (SEN). A Road Safety Learning Kit is being developed to provide those working with children with SEN with a wide variety of resources to use with these young people. The kit will be loaned on a two week basis at the request of both special schools and mainstream schools that cater for children with SEN.

4.3.3 The RSET have also been working with Whizz-Kidz; a charity that provides customised wheelchairs, training, information and advice for disabled children. Whizz-Kidz plan, arrange and deliver three wheelchair skills sessions to children who use wheelchairs living in the Birmingham area. The sessions have an emphasis on road safety and RSET officers also provide support on each course. RSET officers have also received training on specific hazards faced by wheelchair user so that they are able to incorporate this into the delivery of training.

4.4 Road Safety Campaigns

4.4.1 The importance of road safety is recognised as a critical part of achieving our road safety targets. Using traffic accident and casualty data the RSET are able to identify areas in the city where *Targeted Local Road Safety Campaigns* can benefit the community. The campaigns are directed at key road user categories e.g. pedestrian/cyclist/driver/child/elderly person as identified through detailed analysis of KSI data. The safety campaigns are used to educate the various groups of the potential dangers and are aimed at reducing the risks to the various groups with specialist and sometimes hard-hitting messages. Much of the work involves close partnership working aimed at getting the message across to a range of road users.

4.4.2 Some of the campaigns run by the RSET include:

- **Drink Driving** – Working in partnership with West Midlands Police to raise awareness of the impact of drink driving. Posters and leaflets are distributed throughout the city and Police Officers conduct high visibility patrols and roadside checks during December and the summer months.

²³ These are at Billesley Primary School; Deanery School; Holy Hill School; Little Sutton Primary School; Park Hill Primary School; St Mary's Primary School; Whitehouse Common Primary School; Wilkes Green Infant School; Worlds End Junior; Clifton Primary School; Al-Furqan Primary School; Gilbertstone Primary School; Oldknow Junior School. Some walking buses will only be operating a couple of days a week.



- **Be Safe Be Seen** – Run during October and November this campaign encourages pedestrians to wear bright clothing during the dark winter months. The campaign also includes a competition where children are invited to design a bright outfit. The message is promoted via Bus Back advertising with posters and leaflets distributed throughout the city.
- **Child Safety Week** – A number of initiatives took place to raise awareness. Working with Sainsbury's supermarket the RSET during Child Safety Week 2008 offered schools a **Truck Safety session**. The session comprised of staff from Sainsbury's delivering a one hour lesson on how to keep safe around trucks. Pupils were taught that trucks are powerful and can go over most things without even noticing what has happened. The sessions were practical and children had a chance of sitting in a truck to experience its size and to learn about the blind spots.
- In May 2008 THINK²⁴ launched **Child's Eye View** road show about practical parenting in road safety to highlight the importance of leading by example when teaching road safety to children. A school located in one of Birmingham's deprived areas was chosen to host the event. Parents were shown how the road looks from a child's perspective using giant-sized cars and a zebra crossing. This was a useful practical event delivered by road safety officers as many of the parents spoke little or no English. Parents learnt a great deal from the practical parenting in road safety and took away the importance of checking their behaviour at roadsides with their children and emphasising the importance of the Green Cross Code.
- **Bike Week** - The RSET marked National Bike Week 2008 with a bike ride made up of pupils from three different schools. Pupils who had recently undertaken Bikeability training were able to put the skills learnt into practice. The 12 mile course was risk assessed by the Road Safety Team.
- **Schools Out** - A campaign alerting drivers to the fact that there will be more children out and about during the summer holidays and therefore they will need to be extra vigilant. Bus Back advertising, posters and leaflets were distributed throughout the city during 2008.
- **Road Safety Week** - Each year, BRAKE the national road safety charity, works in partnership with other organisations to promote Road Safety Week in the UK. The RSET along with the Birmingham Road Safety Partnership, Fire Service, Police and Trading Standards supported Road Safety Week 2008 through an event held over two weekends. The theme used the message 'Family Safety: Stop, Imagine, Change' aimed at getting people to consider their behaviour on the roads.
- **Older Road User** - The number of fatal accidents recorded for elderly pedestrians in Birmingham for 2008 was 5 (out of 27 total reported). It is difficult to estimate the number of accidents caused by health or age-related impairments. The types of fatal accidents in which older people are involved tend to be a result of misjudgements and perceptual errors in 'right

²⁴ National road safety campaign, Department for Transport, <http://www.dft.gov.uk/think/>.



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of way' collisions²⁵. The RSET is developing a display panel and leaflet specifically for the older road user. The display will highlight the importance of getting regular eyes checks and what is required by law. The display panel will be used at various road safety events throughout the city. The RSET also advertises yearly in the magazine "Retired and Living" which is distributed throughout the city.

- **Newly Arrived Families** - People coming to live in Birmingham who are unfamiliar with the roads and their operation have been targeted with a programme aimed at improving pedestrian behaviour; seat belt usage; drink/drug driving; and general road sense.

Green Lane Mosque, Small Heath

A community event raising awareness on road safety was held after Friday prayers at the community centre attached to the mosque. Partnership working was on display as the City Council's Road Safety Education Team and West Midlands Fire Service were raising awareness on the impact of road traffic accidents. The Fire Service reconstructed an accident scene to show how they deal with an emergency and highlighted the importance of vehicle occupants wearing their seatbelt or an appropriate child restraint being used to save lives. The RSET handed out leaflets on smoke detection and alarms and information on the national seat belt campaign.

4.4.3 Other organisations also undertake work to improve road safety: the Royal Society for the Prevention of Accidents (RoSPA) are an independent registered charity created in 1917 in response to an increase in pedestrians being knocked down by buses in London during the blackouts of the first world war. Today, RoSPA promotes safety in all areas of life although road safety remains a key area.

4.4.4 Activities include:

- Running websites to provide advice and information on:
 - www.rospace.com/roadsafety contains a wide range of free road safety resources, and receives around 700,000 visits each year and road safety documents are downloaded around 600,000 times;
 - www.childcarseats.org.uk – to help in choosing, fitting and using child car restraints, and receives 700,000 visits a year;
 - www.helpingdrivers.com – to help and advice to parents who have children who are learning to drive or ride receives over 87,000 visits each year;
 - www.orsa.org.uk – to help employers manage work related road safety, which receives over 55,000 visits;

²⁵ Source: Second Review of the Government's Road Safety Strategy.



- www.stoppingdistances.org.uk – RoSPA's online simulator designed to highlight the effect speed and driver impairment has on pedestrian safety, is used 100,000 times a year.
- RoSPA's Road Safety and Safety Education Departments work together to produce a wide range of educational resources to help teachers and schools incorporate road safety education into the school curriculum;
- Road Safety Engineering Training courses;
- Help for employers: driving is the most dangerous work activity that most people do. More people are killed or injured in at-work road accidents than in all other occupational accidents put together. About 200 people are killed or seriously injured every week in crashes involving someone who driving, riding or otherwise using the road for work. RoSPA are also conducting a 'Young Drivers at Work Feasibility Study' among employers who have young staff who drive as part of their work and young at-work drivers themselves. The aim is to assess whether employers believe that the driving standards of young workers are good enough for the type of at-work driving they are required to do, and if not, whether they would value some form of vocational driving qualifications to help;
- The RoSPA Advanced Driving Test is externally quality assured by the Driving Standards Agency on an annual basis.

4.5 Road User Training

- 4.5.1 The RSET are involved in a number of initiatives aimed at encouraging drivers and motorcyclists to stay safe. The **Driver Improvement Scheme (DIS)** is part of a national scheme that sees the Police refer clients to the scheme as an alternative to prosecution for certain offences such as "driving without due care and attention". The scheme is adopted locally in the West Midlands with a number of local centres running a two-day course offering individuals a positive, non-punitive alternative to a fine. It is felt that giving individuals this opportunity to refresh their on-road knowledge through theory and practical experience lessens the likelihood of these individuals being involved in collisions in the future. The course is co-ordinated by local authority Road Safety Officers in conjunction with West Midlands Police.
- 4.5.2 The RSET promote cycling in schools by providing '**Bikeability**' training - the new national standard for cycle training that consists of three levels of training. The City Council has adopted the standards since 2007 and Bikeability Levels 1 & 2 training has been delivered to schools. In the 2008/09 financial year a total of 2,451 students received the training with 951 completing Level 1 and 1,500 students receiving Level 2. Funding from the Department of Transport has helped the team to deliver Level 2 training with the remaining being paid for by the service level agreement with the Children, Young People and Families Directorate.



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Streets Ahead on Safety (SAOS)

In 2004 the City Council was successful in its bid for a £6m Government grant to make the streets of East Birmingham safer. The exposure of hazards i.e. limited space for children to play and lack of road user experience and awareness of hazards had a direct impact on the casualty figures. The Streets Ahead on Safety (SAOS) project was aimed at addressing an area that had one of the highest levels of child accidents and road accident casualties in England as well as being of high deprivation with a multi ethnic community. To engage with the community a Community Day was held with representatives from West Midlands Fire, Police, the Health Service, local traders, play centres and schools participating in the event. A multi-media road safety CD was produced that included using music to get the road safety message across. The feedback received was positive and the event demonstrated that other initiatives and means of working with different groups can be very effective.



5 Enforcement

5.1 Introduction

- 5.1.1 The third plank of activity to promote road safety relates to enforcement: ensuring compliance with laws and standards introduced to improve safety. The objective is to maximise the effectiveness of those laws and standards in protecting drivers, passengers and pedestrians and to encourage responsible road use.
- 5.1.2 Enforcement is carried out primarily by the Police, though there is also a role played by Birmingham City Council, in particular the Trading Standards service (both are discussed below). It is important to understand why we need enforcement action. Enforcement exercises have in the past been perceived as being about income generation (particularly speed cameras) but Police officers emphasised the focus on saving lives. Firstly it can help reduce the number of accidents but also help reduce the severity of accidents when they do occur.
- 5.1.3 It was also suggested during the evidence gathering that there is often a chain of causation which leads to accidents, for example a driver may be in a hurry, and so speeding and therefore not paying attention. The Government's Consultation document on road safety states that "there is a clear link between driving without a licence, tax or insurance, unacceptable in themselves, and involvement in collisions".²⁶
- 5.1.4 Perhaps more surprising is the link between motoring offences and other types of crime. A Review of Road Safety Good Practice commissioned by the Audit Commission cites the fact that "roads policing can contribute to wider crime reduction because of the use of vehicles in crime and the demonstrated links between motoring and other offences"²⁷ and this view was echoed by officers from West Midlands Police. Those who break other laws are more likely to commit motoring offences. One example given was of a postman who was caught with undelivered mail after many years – caught because he was not wearing a seatbelt when driving with some of the mail in the boot of the car.

5.2 Enforcement Activity

- 5.2.1 Traffic policing is included in the National Policing Plan and the Association of Chief Police Officers (ACPO) has adopted a policy (Modern Road Policing: A Manifesto for the Future) with four key aims of enforcing the law, promoting road safety, investigating incidents and patrolling the roads.

²⁶ Department for Transport, A Safer Way: Consultation on Making Britain's Roads the Safest in the World, April 2009.

²⁷ Review of Road Safety Good Practice in English Local Authorities; by J. A. Castle, G. E. Kamy-Lukoda, TRL Limited for the Audit Commission July 2006.



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Police must also comply with the National Roads Policing strategic assessment, which incorporates the following:

- Reducing road accidents;
- Addressing anti social use of vehicles;
- Public reassurance by patrolling the roads;
- Denying criminals the use of the roads;
- Counter terrorism measures.

5.2.2 In the West Midlands, key areas of enforcement for the Police are:

- Speeding: excessive speed was recorded as a contributory factor in 26% of road fatalities in 2007.²⁸ Specific operations are conducted and safety cameras are deployed and operated by the West Midlands Casualty Reduction Scheme (including the city Council, Police and HM Courts Service);²⁹
- Wearing of seat belts: research has identified the following groups of occupants as having low seat-belt wearing rates:
 - young men, and men in general;
 - rear-seat passengers; and
 - goods vehicle and company car drivers.³⁰

The fieldwork also identified that there are a variety of reasons given by people for not wearing a seat belt. These vary from simply forgetting to on that occasion, to those who are opposed to seat belts because they think of them as inconvenient or even dangerous. However, there is a significant minority, estimated to be approximately 14% of the adult population, who are inconsistent seat-belt wearers.

- Drinking/Drug-taking and driving:

In 2007, 2,946 people died in collisions on UK roads. 16% of these collisions involved a driver who was over the legal limit for alcohol. That equates to 460 people dying in crashes that could probably have been avoided if someone hadn't had a drink.³¹

In Birmingham, 2008 figures show that out of 381 fatal or serious collisions, drink or drugs was a contributory factor in 21.³²

²⁸ Department for Transport, A Safer Way: Consultation on Making Britain's Roads the Safest in the World, April 2009.

²⁹ The location of safety cameras in the West Midlands can be found at: <http://www.wmsafetycameras.co.uk>.

³⁰ Road Safety Research Report 98 Strapping Yarns: Why People Do and Do Not Wear Seat Belts, Transport Research Laboratory for Department for Transport, November 2008.

³¹ <http://www.wmsafetycameras.co.uk/drinkdrugs.php>.

³² Submission to Local Services and Community Safety O&S Committee, Scrutiny Review of Drugs and Alcohol, 20 April 2009.



Anyone caught driving under the influence of either alcohol or drugs will face a fine of up to £5,000 or up to six months in prison and a minimum driving ban of 12 months. A lower alcohol limit for novice drivers was recommended by the Transport Select Committee, which the Government will address later in 2009.

- Use of mobile phones whilst driving: research shows that using a hand-held or hands-free mobile phone while driving is a significant distraction, and drivers:
 - are much less aware of what's happening on the road around them;
 - fail to see road signs;
 - fail to maintain proper lane position and steady speed;
 - are more likely to 'tailgate' the vehicle in front;
 - react more slowly and take longer to brake;
 - are more likely to enter unsafe gaps in traffic;
 - feel more stressed and frustrated.³³

5.2.3 Uninsured and unlicensed driving is also an issue: in 2003 driving without insurance was added to the fixed penalty system with a fixed penalty of £200 and six penalty points. Recent research found that unlicensed drivers are between 3 and 9 times more likely to be involved in a collision than lawful drivers.³⁴

5.2.4 Driving without due care and attention is also a significant contributory factor in accidents: those who are caught may be given an option to attend a National Driver Improvement Course (see 4.5.1).

5.2.5 This work often takes place in partnership with the Fire Service and/or the City Council for example. It is an intelligence led approach to increase effectiveness. One current exercise is Operation Velociraptor, with West Midlands Police Strategic Roads Policing Unit and Birmingham Road Safety Partnership. This involves targeting 'hot spot' areas and carrying out enforcement campaigns to tackle bad driving and non compliance of the seat belt law. Operation Velociraptor is funded through the Road Safety Grant.

5.2.6 As part of Operation Velociraptor the police recorded 1560 offences in Birmingham (2013 across the West Midlands) between April and November 2008. The West Midlands' figure included 111 mobile phone offences and 73 persons were prosecuted for carrying a dangerous load, an offence which can include more serious cases of inappropriate carrying of children. Overall, during 2007/08, 6000 prosecutions have been brought across the West Midlands.

³³ Royal Society for the Prevention of Accidents, http://www.rospa.com/RoadSafety/advice/driving/mobile_phones.htm.

³⁴ Department for Transport, Tomorrow's Roads – Safer for Everyone, Road Safety Report 48.



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- 5.2.7 The operation works with one officer acting as a “spotter” on the road, notifying an officer on foot further down the road who then stops the motorist. Although there are several officers on site there are more offenders than they could actually deal with.
- 5.2.8 Checks on vehicle tyres and tax are also carried out and uninsured and untaxed vehicles are confiscated. New technology allows for the fingerprinting of offenders on site, so there is no need to take offenders back to the Police Station. The Police explain to people the reason they are being stopped and sometimes, in partnership with the Fire Service, shown the consequences for not wearing a seatbelt.
- 5.2.9 Another key project is the Red Light Camera Initiative, to expand the use of enforcement cameras in Birmingham with cameras at traffic signal controlled junctions with a history of red-light offences, accompanied by a publicity campaign.
- 5.2.10 The decision to place safety cameras lies with the West Midlands Casualty Reduction Scheme (see Chapter 2). The pros and cons of safety cameras were discussed: for example, should we follow the Swindon model and remove all safety cameras? Police advised that this would not be preferred: safety cameras are effective though location and numbers must be carefully considered. The presence of cameras reinforces the message that speeding is dangerous, and can also have benefits in terms of traffic flow and congestion reduction. The example of Small Heath Highway and Bordesley Circus were given as locations where flow had improved.
- 5.2.11 The issue of signage is also important. The use of mobile displays and illuminated signs (including vehicle activated signs) can be effective and are increasingly used around schools. Members noted that in some other countries, a “black spot” sign was used to indicate areas that had a number of accidents to draw drivers’ attention to the dangers.

Tesco, Aston Lane, Perry Barr

West Midlands Police undertook a practical exercise to check that motorists were using their vehicles in line with road safety law. To do this the Police directed vehicle owners where there was a perceived failing of meeting road safety legislation into the supermarket car-park for further investigation. A number of Fixed Penalty Notices were issued for failure by the motorist to ensure that appropriate child restraints were used. An untaxed vehicle was also seized. As part of the partnership working the City Council’s RSET and Trading Standards were on hand to offer information and advice to the driver to ensure that they complied with the road safety law in the future and why it was important to do so.

5.3 Trading Standards

- 5.3.1 Birmingham City Council’s Trading Standards work to achieve regulatory compliance across a range of areas including consumer law and fraud prevention. Some of these areas impinge on road safety: three key areas of work include quality of car servicing, sales of dangerous or clocked vehicles and overloaded goods vehicles.



5.3.2 In addition, a number of specific initiatives have been undertaken in recent years to address potential safety issues with bikes, child car seats and worn tyres. These are discussed in more detail below.

Bike Safety

5.3.3 Bike Week is an annual national campaign with cycle related events which aim to get more people to cycle by promoting the environmental and health benefits that cycling has to offer. In June 2008, Trading Standards added to this by focussing on bike safety and road safety awareness. This took the form of events at Sutton Park, Cannon Hill Park and Small Heath Park.

5.3.4 The events included cycle safety checks carried out by a local bike expert, in the form of a bike "MOT". A checklist was used and the owner of the bike was informed of any areas of concern and given a copy of the checklist. Recommendations were made on how to rectify any problems found.

5.3.5 Officers found that, of the 177 bikes inspected, 86% failed to meet safety standards. This represents an increase from 2007, when 77% of bikes failed to meet the standards. The failures ranged from minor to serious problems, including defective brakes, loose and reversed handle bars, incorrectly adjusted saddles, worn and deflated tyres, worn chains, worn bottom brackets and broken or loose pedals, buckled wheels, missing spokes, quick release wheels not fitted correctly, reflectors and bells. A third of the cyclists wore helmets and those who did not were advised on the use of helmets.

5.3.6 The bike mechanic made adjustments to ensure the bike could be ridden safely or, where this was not possible, the necessary advice was given on how to correct the problem with the recommendation that it should be done as soon as possible. Where new bikes had left the shop incorrectly adjusted, details were taken of the cycle suppliers with a view to officers visiting them at a later date.

Child Car Seats

5.3.7 Child Safety Week was held between 23 and 29 June 2008, and is a national event to promote awareness of the risks to children. The message for this year's Child Safety Week was "Make a change, make a difference," highlighting the simple changes that can be made to reduce those risks. Trading Standards, working with West Midlands Police, West Midlands Fire Service, the Road Safety Team and the Safeguarding Children Partnership, participated in order to promote the importance of ensuring the correct installation and use of child car seats.

5.3.8 Free child car seat checks were offered and Stork Talk (Midlands) Ltd was commissioned to check the correct fitting and suitability of the child car seats at the following locations:

- Wyndley Leisure Centre, Clifton Road, Sutton Coldfield;
- Cocks Moors Woods Leisure Centre, Alcester Road South, Kings Heath;
- One Stop Shopping Centre, Walsall Road, Perry Barr;



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- Sainsbury's Car Park, Chester Road, Castle Vale;
- Morrison's Car Park, Coventry Road, Small Heath.

- 5.3.9 With assistance from West Midlands Police, 371 seats were checked (and increase of 48% on last year). Of these, 318 (85%) were found to be incorrectly fitted – mainly because of incorrect routing of the car seat belt or the seat being too loose so that, in the event of an accident, the child car seat would not offer full protection. This is high, although in line with national failure rates for car seat checks according to RoSPA. Twenty-two children under the age of 12 were found to be travelling in a vehicle without an appropriate child car seat. All child car seats were adjusted to ensure they were fitted correctly prior to the driver continuing on their journey and advice was also given on how to fit their child car seats correctly for future journeys.
- 5.3.10 West Midlands Police issued a fixed penalty notice to one driver found travelling with 3 children without any child restraints. The children were not even using the vehicle's seat belts.
- 5.3.11 Members were advised that child car seats cannot be included as part of the MOT as it was unfeasible due to the number of different models available and the requirement for a child to be seated in order for a test to be carried out. RoSPA maintains a register of traders who will undertake free checks of car seats, though some will only check seats sold by them. There are no premises in Birmingham on the register. Representations will be made by Regulatory Services directly to child car seat manufacturers to provide free checks at premises in Birmingham.

Worn Tyres

- 5.3.12 The Motor Vehicle Tyres (Safety) Regulations 1994 made under the Consumer Protection Act 1987 sets standards for part worn tyres and Trading Standards has conducted part worn tyre surveys annually for the last 8 years and tyre puncture repair surveys for the last 6 years to monitor compliance.
- 5.3.13 In 2008, thirteen part worn tyres were purchased after visits to all known traders supplying part worn tyres in the city (approximately 75). The tyres were examined by an independent tyre expert, who looked for any structural defects and compliance with the labelling requirements.
- 5.3.14 The survey found that eleven of the tyres were not correctly labelled 'Part Worn', although only 5 had the identification mark completely missing. These traders received a warning notice and full advisory visit. Two tyres had structural defects, which rendered them dangerous.
- 5.3.15 A further survey of puncture repairs was conducted. Twelve outlets were selected from across the city including servicing garages and small independent tyre specialists. The forensic tyre expert introduced a puncture into the tyres. Officers posing as customers then took the tyres in for repair. Of the 12 punctures submitted for repair, 4 were not repaired correctly.
- 5.3.16 Throughout the year approximately 100 tyre traders were visited by Trading Standards to advise them of current legislation, both national chains and small independent businesses. A Safety Awareness Training Programme was held, attended by 28 independent tyre traders after



approximately 60 personal visits were made to traders inviting them to attend. The course concentrated on puncture repair methodology and raising awareness of the traders' obligations under current legislation.



6 Conclusions and Recommendations

6.1 Introduction

6.1.1 Road safety is one of the success stories of recent years and there have been significant reductions in road traffic casualties, from over 1,000 in 1990 to 514 in 2007, a reduction of nearly 50%.

6.1.2 This success is down to a three-pronged approach:

- Advances in engineering – both on the road and in the car;
- Education campaigns – continuing to reinforce important messages;
- Enforcement campaigns – backing up the message with sanctions for irresponsible drivers.

6.1.3 We want to acknowledge the efforts of officers, partners – in particular the Police and Fire Services – and Members across the region, and throughout this Review we have been impressed by the expertise and energy dedicated to this area. It is also notable that other authorities, including Beacon Authorities, are taking similar approach to Birmingham (details can be seen in Appendix 4).

6.1.4 The purpose of this review was to ensure that this momentum is kept up. Numbers have reduced but there are still unacceptably high numbers of people being killed or seriously injured on our roads.

6.1.5 Our Review has been particularly timely as in April this year the Government recognised the need for a renewed effort to reduce accidents in its consultation document: *A Safer Way: Consultation on Making Britain's Roads the Safest in the World*.³⁵

6.1.6 In considering how the City Council could be more effective in ensuring road safety for all users, themes emerged around the availability of information and consultation methods. We also considered some proposals around how to make that next step in reducing numbers: notably the extension of 20 mile per hour zones and shared spaces. A further recurring theme was that of Member involvement, both at a local and strategic level.

6.2 Information and Consultation

6.2.1 The use of engineered options to increase road safety was explored in Chapter 3 and a range of these are used throughout the city. Some are requested by residents who see road safety as a real issue in their area that has a significant impact on their quality of life. However, it is recognised that limited resources must be carefully targeted.

³⁵ Department for Transport, April 2009.



- 6.2.2 There are clear principles behind the approach to employing engineering options and these were shared by with the Review Group (see Chapter 3). However, we believe these should be made clearer alongside information on where traffic accidents occur in the city.
- 6.2.3 Members of this Committee have received ward maps showing accident hotspots and requested that these were shared with Ward Committees. This should happen on an annual basis, so Members can see where problems are in their wards and disseminate as necessary, particularly so that they are better equipped to deal with requests for local safety schemes. Ensuring this information is widely available should also be considered, for example on the website. This information should be supplemented by information allowing people to understand the principles behind the use of certain measures, in particular road safety cameras.
- 6.2.4 A wider issue was raised with regards to consultation on highway (and planning) schemes, particularly with disabled groups. As part of our Review, we spoke to representatives from the Royal National Institute for the Blind (RNIB) and Birmingham Focus on Blindness (BFB) who raised concerns about how consultation exercised for highway schemes were conducted. For example, posters on lamp-posts are clearly of little use to the blind or partially sighted. They felt that they had not been adequately consulted on specific schemes such as that on John Bright Street.
- 6.2.5 Clearly, this is one perspective, but it is one the committee intends to look at in more detail, and not just in relation to road safety. It is therefore intended to pick this up as part of the main Committee's work programme in 2009/10 and hold a meeting with a range of disability groups and Council officers to explore the issue of how such groups are consulted in greater depth. The issue also needs to be taken up with regard to developments, such as those proposed under the Big City Plan.

	Recommendation	Responsibility	Completion Date
R01	Information on traffic accidents should be made available to Members (for example through Ward or Constituency Committees) on an annual basis. Ways of making this information available to the public should be explored.	Cabinet Member for Transportation and Street Services	October 2009

6.3 Current Practice and Next Steps

- 6.3.1 In looking to make that next step to reduce road accidents even further, there is a balance between maintaining current good working practices and investigating new options. In the course of this Review, we identified a range of activities in Birmingham, supported by the City Council (transportation and trading standards), Police and Fire Services, and these have been successful in meeting the performance indicators set by Government and gaining a reward grant of £2.65 million.



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6.3.2 Some debate was had around this reward grant and the fact that, despite it being a partnership approach that gained that grant, the money has gone into the City Council's main budget and is not guaranteed to be spent on road safety issue. This was a matter of some concern for partners, and we would like to see this issue addressed appropriately. The Road Safety Partnership has made a considerable contribution to the achievement of the LPSA target and, although we accept this is difficult to quantify, should be recognised. Such a move would also recognised the important role the Partnership will play in meeting future targets.

	Recommendation	Responsibility	Completion Date
R02	The Cabinet Member for Transportation and Street Services should consider awarding a significant proportion of the LPSA reward grant to the Birmingham Road Safety Partnership with a view to achieving Beacon Status.	Cabinet Member for Transportation and Street Services	October 2009

Engineering

6.3.3 In terms of the activity that gained that grant, the focus of engineering work has been on those areas where accidents have occurred in the past and this approach has been very successful. However, there is an emerging view that Route Management Strategies may be the best mechanism to address road safety in the future. This would mean looking at the corridor as a whole and not just at particular junctions and the package of measures necessary to increase road safety.

6.3.4 Part of this package would include speed limits, and the Government are proposing to give local authorities more powers to vary local speed limits and to promote the use of 20 mile per hour zones. There are those in favour of 20 mph zones in all residential areas: to protect pedestrians, in particular children, and other vulnerable road users. Making all residential roads 20 mph would reduce the problem of displacing drivers onto other roads, improve noise and pollution levels and ultimately be more cost-effective as schemes would not be implemented on a piecemeal basis.³⁶

6.3.5 However, other evidence we have received suggests that a 20 mph limit is most effective when accompanied by appropriate engineering to slow drivers down: research has shown that speed limits should "reflect what the majority of drivers perceive as an appropriate speed to be driven for the road".³⁷ Using signs alone to define a 20 mph zone only reduces speed by one or two miles per hour and the Police have rightly drawn our attention to the problems with enforcing such a speed limit.

6.3.6 There are wider implications of lower speeds beyond reduction in the severity and incidence of accidents. Recent research suggests that significant reductions in emissions can be achieved through introducing slower, steadier flows of traffic associated with shared space. More work is

³⁶ Submission to Lead Member from Campaign for Better Transport, Living Streets and Friends of the Earth Birmingham, 09 April 2009.

³⁷ Department for Transport, Setting Local Speed Limits DfT Circular 01/2006, 8 August 2006.



needed here, and the Transportation and Street Services O&S Committee will be monitoring the response to the Government's proposals and examining this issue in more detail as the recommendations take shape. We need to clearer about these proposals: which roads would be included for example and what would the resulting cost be? Would it perhaps be better to focus those resources on those areas where we know speed is an issue (such as local safety schemes or Safer Routes to School for example). It may be that the right approach is to consider designing roads for lower speeds and using 20 mph zones on new developments, and use funding as and when it comes available, such as Section 106.

- 6.3.7 We also took evidence on "shared space" and heard many positive ideas springing from this approach. Shared space principles introduce the concept of "design speeds", making sure that streets and spaces communicate the appropriate speed to drivers through the absence of the certainty and linearity associated with high-speed highways.
- 6.3.8 It is certainly one the City Council should be considering where appropriate and indeed is already employing; however we are concerned that not all voices are being heard. We have already noted the need for better consultation relating to all highways schemes but with the issue of shared space further work is needed to understand the impact on certain road users, in particular the blind and partially sighted. It has been suggested that fears associated with shared space result from a misunderstanding of aspects of the concept. However, it is clear that working closely with these groups is essential if we are not to exclude sections of our community from areas of the city.
- 6.3.9 One of the positive aspects of shared space is that the design brings together a range of different experts with local communities. It is as much about the social as well as the technical aspects. The involvement of local Members who know their area is therefore crucial, as is the need to involve local people. Another consideration is the speed at which some schemes are being implemented and there is a concern that some proposals are driven more by the need to spend available capital rather than need.
- 6.3.10 We also need to understand the risks, but not attempt, fruitlessly, to eliminate risk altogether. There does need to be a set of minimum requirements, particularly to assist those who would have difficulty navigating such spaces. Small concessions such as different colours and textures or small lips to indicate the general flow of traffic and differentiate where pedestrians are concentrated could be made. These standards need to be incorporated at the all levels, and work should also seek to bring existing shared spaces up to these standards. Shared space is a developing area and further experimentation and work is needed through new schemes and in upgrading existing sites.



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	Recommendation	Responsibility	Completion Date
R03	That the Cabinet Member for Transportation and Street Services, after the results of the national consultation are published, bring a full report to this Committee outlining the outcomes and implications for Birmingham.	Cabinet Member for Transportation and Street Services	April 2010
R04	That the Cabinet Member for Transportation and Street Services fully considers the implications of shared space schemes for all users and sets out a clear policy, including setting out the differences between a “de-cluttering” exercise and a radical re-design of the street. This should encompass: <ul style="list-style-type: none"> ▪ The types of area in which shared space schemes should/could be implemented; ▪ What protections need to be in place to ensure no road users are excluded; ▪ How residents can go about requesting a shared space in their area, whether it be a “de-cluttering” exercise or a radical re-design of the street. 	Cabinet Member for Transportation and Street Services	April 2010
R05	Reflecting the outcome of the policy as set in R04, the Cabinet Member should bring forward a trial scheme, with the agreement of local Members and the involvement of local residents, schools (if nearby) and relevant groups. The approach should exemplify best practice and be the template on which future schemes are based.	Cabinet Member for Transportation and Street Services	October 2010

Education and Enforcement

- 6.3.11 We endorse the need for good enforcement as it sends out positive message that looking to protect law-abiding drivers, passengers and pedestrians. Close working with the Police is essential and we welcome the input from Trading Standards, proving that real partnership can have real benefits.
- 6.3.12 One of the innovative ways in which enforcement action has been strengthened in Birmingham is the use of Road Safety Grant to fund Police operations. This has resulted in greater participation from the Police than would otherwise have been the case – if road safety had had to compete with other policing priorities.



- 6.3.13 However, the key is to change social norms to persuade those that need it to change their behaviour, "to shift the social norm in relation to dangerous driving speeds in the way that we have done for drink-driving and seatbelts."³⁸
- 6.3.14 It was suggested that better communication between partners could take place to enable a more co-ordinated approach on some issues. Educational campaigns need to be targeted at high risk groups such as young drivers. Evidence shows young people are concerned about this issue: a recent Ofsted survey showed that 42% of children and young people in Birmingham said that "safer roads" would make their area a better place to live (compared to 37% nationally).³⁹
- 6.3.15 Work should also be focused in those areas of the city with the highest accident rates.

6.4 Member Involvement

- 6.4.1 A recurring theme in this Review has been that of Elected Member involvement. We have already noted the need for better information to Ward Councillors to enable them to better inform their residents, but a gap at the strategic level has been identified.
- 6.4.2 Obviously the Cabinet Member for Transportation and Street Services has ultimate responsibility and receives annual reports on road accident statistics. However, there is currently no mechanism for Member involvement and to match the rigour of previous (pre-2000) Member involvement on road safety, when the Technical Services and Road Safety Sub-Committee analysed in detail accident statistics and causes at regular intervals.
- 6.4.3 Clearly the Transportation and Street Services O&S Committee has a role to play here and has already taken up a monitoring role in receiving annual reports on road accident statistics. The Chairman will be looking at ways in which the Committee could play a greater role and act as a sounding board for future work.
- 6.4.4 Ward Member involvement in road safety work could be improved. We would suggest that Members are updated on a quarterly basis on road safety events in the wards, with a view to encouraging participation.

	Recommendation	Responsibility	Completion Date
R06	That each Ward Member receive a quarterly update on road safety events in his/her ward with an invitation to participate as appropriate.	Cabinet Member for Transportation and Street Services	October 2009

³⁸ Consultation doc.

³⁹ TellUs3 Local Authority Report: Birmingham; Ofsted, September 2008.



6.5 Progress on Implementation

6.5.1 In order to keep the Committee informed of progress in implementing the recommendations within this report, it is recommended that the Cabinet Member for Transportation and Street Services reports back on progress on a regular basis.

	Recommendation	Responsibility	Completion Date
R07	Progress towards achievement of these recommendations should be reported to the Transportation and Street Services Overview and Scrutiny Committee in January 2010. Subsequent progress reports will be scheduled by the Committee thereafter, until all recommendations are implemented.	Cabinet Member for Transportation and Street Services	January 2010



Appendix 1: Contributors to this Review

Review Group Membership:

Councillors Kath Hartley (Lead Member), Dennis Birbeck, Timothy Huxtable, Mohammed Idrees, Martin Mullaney and Gwyneth Neilly.

Witnesses:

Members of the Review Group wish to thank the following for their contribution to this review:

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- Alan Pellowe, Chairman of the Birmingham Road Safety Partnership and Commander (Birmingham South), West Midlands Fire Service
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- Inspector Paul Farley and PC Steve Rogers, Road Safety Enforcement, West Midlands Police
- Councillor Angus Adams, Chairman of the West Midlands Road Safety Partnership
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- Juliette Bates, Anne Donnelly, Paul Bryce, Royal National Institute for the Blind
- Vic Foulsham, Birmingham Focus
- Ben Hamilton-Baillie, Hamilton-Baillie Associates Limited



Appendix 2a: Traffic Accidents and Casualties in 2008

There were 3,506 traffic accidents involving injury recorded by the West Midlands Police as occurring in Birmingham in 2008. The accidents resulted in a reported 4,832 casualties, as shown in Table A1(i).

Table A1(i) 2008 Traffic Accidents and Casualties in Birmingham

	Accidents	Casualties
Fatal Injury	28	29
Serious Injury	361	401
Slight Injury	3117	4402
<i>Total</i>	<i>3506</i>	<i>4832</i>

Table A1(ii): Casualties 1998 to 2008

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Fatal	42	38	25	27	38	36	26	34	49	24	29
Serious	683	648	621	550	518	489	481	487	441	490	401
Slight	4476	4970	5461	5490	5472	5132	4891	4960	4719	4717	4402
Total	5201	5656	6107	6067	6028	5657	5398	5481	5209	5231	4832

A breakdown of these casualties by road user is set out in Table A2.

Table A2: All Casualties

	Driver or rider	Passenger	Pedestrian	Total
Pedestrians	-	-	808	808
Pedal Cycle	227	2	-	229
Motor Cycle*	236	8	-	244
Car**	2040	1194	-	3234
PSV (Public Services Vehicle)	12	151	-	163
Goods Vehicle	79	24	-	103
Other	19	32	-	51
<i>Total</i>	<i>2613</i>	<i>1411</i>	<i>808</i>	<i>4832</i>

Notes:

* Motor Cycle includes moped and motor scooter.

** Car includes Taxi and Private Hire



A breakdown of the casualties by age and severity of injury is shown in Table A3.

Table A3 Casualty Severity by Age

	Fatal	Serious	Slight	Total
0 - 4 years	1	9	88	98
5 - 9 years	1	23	156	180
10 - 15 years	1	38	251	290
16 - 19 years	6	60	424	490
20 - 29 years	9	91	1223	1323
30 - 39 years	2	54	804	860
40 - 49 years	1	38	590	629
50 - 59 years	1	22	323	346
60 - 69 years	2	24	161	187
70+ years	5	29	135	169
unknown	0	13	247	260
<i>Total</i>	<i>29</i>	<i>401</i>	<i>4402</i>	<i>4832</i>

There were 29 fatal casualties out of the 4,832 casualties in Birmingham in 2008. Table A4 shows these casualties by age and road user classification.

Table A4: Fatal Casualties

	Pedestrian	Pedal Cyclist	Motor Cyclist	Car - Driver	Car - Passenger	Driver - other	Total
0 - 4 years	1	-	-	-	-	-	1
5 - 9 years	1	-	-	-	-	-	1
10 - 15 years	1	-	-	-	-	-	1
16 - 19 years	1	-	1	2	2	-	6
20 - 29 years	1	-	1	5	-	2	9
30 - 39 years	2	-	-	-	-	-	2
40 - 49 years	-	-	1	-	-	-	1
50 - 59 years	1	-	-	-	-	-	1
60 - 69 years	1	-	-	-	1	-	2
70+ years	4	-	-	-	1	-	5
<i>Total</i>	<i>13</i>	<i>-</i>	<i>3</i>	<i>7</i>	<i>4</i>	<i>2</i>	<i>29</i>

Of the 3506 traffic accidents in Birmingham in 2008, 508 involved children (aged 15 or under) resulting in 568 child casualties as shown in Table A5.

Table A5: 2008 Child Casualties (Aged 15 or under)

	Casualties
Fatal Injury	3
Serious Injury	70
Slight Injury	495
<i>Total</i>	<i>568</i>

A breakdown of these child casualties by road user and severity of injury is set out in Table A6.



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Table A6: Child Casualties

	Fatal	Serious	Slight	Total
Pedestrian	3	54	223	280
Pedal Cycle Rider	-	9	35	44
Pedal Cycle Passenger	-	-	2	2
Motor Cycle Rider	-	-	1	1
Motor Cycle Passenger	-	-	-	-
Car Driver	-	-	-	-
Car Passenger	-	6	214	220
PSV Passenger	-	-	10	10
Other Vehicle Occupant	-	1	10	11
<i>Total</i>	<i>3</i>	<i>70</i>	<i>495</i>	<i>568</i>

In 2008 there were 356 older road user casualties (60+)

Table A7: Older Casualties (60+)

	Driver or rider	Passenger	Pedestrian	Total
Pedestrians	-	-	94	94
Pedal Cycle	7	-	-	7
Motor Cycle*	3	-	-	3
Car**	136	66	-	202
PSV	1	40	-	41
Goods Vehicle	4	-	-	4
Other	4	1	-	5
<i>Total</i>	<i>155</i>	<i>107</i>	<i>94</i>	<i>356</i>

Notes:

* Motor Cycle includes moped and motor scooter.

** Car includes Taxi and Private Hire

The following table sets out the progress in major cities by 2007 towards achieving the 2010 national road safety target of a 40% reduction in the number of killed and seriously injured casualties compared with the 1994-98 annual average.

Table A8: Killed and Seriously Injured Casualties, KSI's.

	Population (2007)	1994-98 annual average KSI's	2010 Target (40% reduction)	2007	
				Results KSI's	% reduction on 1994-98 annual av.
Birmingham	1,010,247	775	465	514	34%
Manchester	458,136	291	175	207	29%
Liverpool	435,488	341	205	194	43%
Leeds	761,124	554	332	374	32%
Sheffield	530,329	294	176	276	6%
Bradford	497,379	309	185	255	17%
Bristol	416,352	175	105	192	-10%
Newcastle upon Tyne	271,614	149	89	93	38%



Appendix 2b: Traffic Accident Data Management

In England, personal injury road accident data is collected by the police and processed locally, mostly by either the police or local authority before being submitted to the Department for Transport (DfT). This collection and processing system is commonly referred to as the STATS19 collection system, named after the code number of the data collection form which specifies the collection requirement.

The STATS19 collection system is jointly managed and owned by the Standing Committee on Road Accident Statistics comprised of representatives from police services, local authorities, and central government. The Association of Chief Police Officers (ACPO) supports the regular review process and the necessity of maintaining a national reporting standard embodied in the STATS19 collection system, and they decide upon and protect the police obligation to this voluntary agreement.

From 1979, the STATS19 collection system has been subjected to a regular quinquennial review to check that it continues to provide essential information for government, but minimises the burden of form filling and data provision for local police forces and local authorities.

The STATS19 system produces road accident data records used by the police, local government and central government to inform road safety initiatives and policy. The data records also provide the basis for National Road Accident Statistics published by DfT.

Solihull Metropolitan Borough Council, on behalf of the West Midlands Joint Committee⁴⁰, has a contract with Mott MacDonald Ltd for the management of traffic accident data. The traffic accident data is used for local analysis as well as the statutory function of providing accident records to the DfT.

West Midlands Police undertake data entry and preliminary checking of all STATS 19 reports. Mott MacDonald undertakes further validation, consistency and accuracy checks before records are added to the data base. The contractor, Mott MacDonald, is required to store on computer all road traffic accidents for the West Midlands Metropolitan Area. The contractor is responsible for:

- Maintaining working arrangements with West Midlands Police for the supply of accident data under an agreement between West Midlands Police and the West Midlands Local Authorities;
- Processing all STATS 19 forms and accident data received from West Midlands Police;
- Providing an error free update of the accident database for local authorities and Police;
- Providing in-house and proprietary software to enable the local authorities to have direct access to the traffic accident database;
- Maintaining a database of all accident records since 1974.

⁴⁰ West Midlands Joint Committee is formally constituted by the District Councils to discharge specific functions concerning the West Midlands.



Road Safety

Performance of the contractor is monitored by Solihull Metropolitan Borough Council on behalf of the West Midlands Authorities.

West Midlands Police records road traffic accidents where there is an injury. The traffic accident statistics for Birmingham are used by the City Council in allocating resources to engineering and educational work to improve road safety. Accidents involving injury not reported to the police and accidents involving damage only are not included, as they are not recorded by the police.

[Information taken from Briefing Note from Birmingham City Council Highways department, supplied to the Review Group 14 January 2009]



Appendix 3: Road Safety Techniques – Engineering

Birmingham City Council utilises a number of Road Safety techniques / good practises throughout the city. The key methods that are being used today mainly, as advised from the DFT 'A Road Safety Good Practice Guide', are:

1) **Anti Skid/ High Friction Surfacing**

High Friction or 'anti-skid' surfacing are surfacings make use of aggregates with better skid resistance properties than the normal road surface.

Location:	Bordesley Green, Birmingham
Site Description:	Cross roads junction with high vehicular and pedestrian counts that also employs central island to assist pedestrians crossing



2) **Red Light Cameras**

The objective of red light cameras at signal controlled junctions is to reduce the number of accidents caused by drivers not complying with a red signal.

Location:	Selly Oak, Birmingham
Site Description:	Busy cross roads junction with a high vehicular count going in and out of the city



3) Speed Cameras

The objective of speed cameras is to persuade drivers exceeding a specific speed limit to slow down. Lower speeds can be expected to result in fewer road traffic accidents and less severe casualties.

Location:	Bournville, Birmingham
Site Description:	Busy 'A' road into city, on approach to college and pedestrian crossing



4) Chicanes/Narrowing's

Various types of horizontal deflections have been used in traffic calming schemes to reduce the speed of traffic. Chicanes are one type of horizontal deflection, formed by building out the kerb line to narrow the carriageway, usually on alternate side of the road which results in the driver having to reduce the speed to negotiate the lateral displacement in the vehicle path.

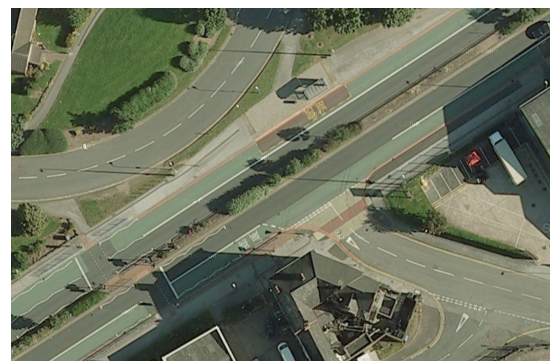
Location:	Bordesley Green, Birmingham
Site Description:	Busy single carriageway road situated in a residential area, employing a chicane.



5) Coloured Road Surfacing

Coloured road surfacing is now commonly used to highlight traffic calming features and gateway areas by visually segregating the road space, enhancing bus lanes and cycle lanes without the need to physically alter the layout.

Location:	Aston, Birmingham
Site Description:	Arterial route towards city centre with different coloured road surfaces to high light bus lanes



6) Gateways

Gateways are devices used to mark a threshold – to a village or special road environment requiring lower speed and greater attentiveness than on present roads on which the driver is travelling on. Gateways exist in a variety of forms but their common feature is the conspicuous vertical element at the side of the road.

Location:	Castle Vale, Birmingham
Site Description:	Gateway entry into residential area employing red antiskid surfacing and clear signage



7) Pedestrian Crossing

The installation of a pedestrian crossing is usually justified by either a site specific history of accidents have occurred or simply to help appreciable numbers of pedestrians crossing a busy road, or on a route to school. Different types of pedestrian crossing have been developed:

Zebra:

Pelican: Traffic light controlled.

Puffin: Crossing which have infra-red detection of pedestrians (**P**edestrian **U**ser **F**riendly **I**ntelligent **C**rossing).

Toucan: crossing with cycle crossing facilities.

Pedestrian phased at signalised junctions

Location:	Bordesley Green, Birmingham
Site Description:	Zebra crossing with anti skid surface on approach in both directions. Mainly urban links



8) Refuges/Traffic Island

Islands have been utilised in the highway for a variety of purposes such as; separating traffic moving in opposite directions, facilitating movement by pedestrians and controlling vehicle speeds and recommended that they are indicated by an illuminated bollard incorporating keep left signs if appropriate.

Location:	Northfield, Birmingham
Site Description:	Refuge island installed in wide carriageway area to assist safer crossing point for pedestrians



9) Road Humps and Raised Junctions

The main objective of a road hump is to slow traffic. Drivers experience little discomfort at low speeds and greater discomfort as speed is increased. Humps need marking, signing and lighting except in 20 mph zones.

Location:	Small Heath, Birmingham
Site Description:	Densely populated residential area, road humps employed and on urban road leading to main road.



10) Roundabouts and Mini Roundabouts

Roundabouts have central islands with a diameter greater than 4m and between 3 and 7 arms. They may be used in both rural and urban areas, on a single and dual carriageways, and may be signalised. Mini Roundabouts are used on urban single carriageway roads with a speed limit is 30mph or less. They have central islands with a diameter up to 4m and can be driven over.

Location:	Erdington, Birmingham
Site Description:	Situated on a single carriageway (mainly in residential areas).



11) Roundel Road Markings

Roundels are elongated circles with the speed limit in their centre, laid in white thermoplastic on the road surface at one or more positions within an area restricted by a speed limit.

Location:	City Centre, Birmingham
Site Description:	20 mph speed limit through the city centre with both high pedestrian and vehicular counts.



12) Rumble devices

Rumble devices are small raised areas across the carriageway with a vibratory, audible and visual effect, usually used in rural areas, to alert drivers to take greater care in advance of a hazard such as a bend or junction.

Location:	Aston, Birmingham
Site Description:	Rumble strips incorporated into the red anti-skid surface with 'SLOW' warning signs at either end, on approach to the bend in the road.



13) Safe Routes to School

As part of the Safer Routes to Schools programme, the city council have integrated a area-wide strategy for reducing car use and improving children's safety on the journey to school in their local transport plans. This can include improved pavement crossing, provision of cycle lanes, traffic calming, lower speed limits, pedestrian and cycle training and escort schemes such as "walking bus".

Location:	Small Heath, Birmingham
Site Description:	Sited on a urban Class 1 road, on approach to a school, buff coloured antiskid surface with SCHOOL ZONE written in red thermoplastic on the road surface.



14) Signs and Markings

The use of signs and marking roads is too great for full coverage, however, the less well-established applications of safety benefit relate to the use of channelisation marking. This encourages drivers to position their vehicles towards the left of the carriageway and discourage any overtaking.

Location:	City Centre, Birmingham
Site Description:	Arterial road going through city. Right turn ahead layout after channelisation marking.



15) Speed Cushions

Speed cushions are an alternative form of hump which was developed in Germany to assist emergency vehicles and bus operators therefore providing less discomfort and delay.

Location:	Bordesley Green, Birmingham
Site Description:	Busy urban road with 30 mph speed limit, going into a residential area.



16) Speed Limits

The local transport plans stresses the need for local Authorities to put in place a speed management strategy which addresses the setting of speed limits. Local Authorities now have the power to impose 20mph zones without having to obtain consent from the secretary of state.

Location:	Sheldon, Birmingham
Site Description:	40 mph off Arterial road going into 30 mph road into residential area. 30mph Roundel road marking on red anti-skid surface.



17) 20 mph Zones

The key to having a successful 20mph zone is to have in place, speed reducing features of a significant number and appropriate design, to be able to reduce the speed of most traffic to 20mph or less without the need for enforcement.

20mph zones are usually located in residential areas but shopping areas can also be suitable. Each entrance to the zone should be indicated by signing and a 'gateway'.

Location:	Alum Rock, Birmingham
Site Description:	30mph speed limit on main road reduced to 20mph speed limit on side road (residential area).



18) Vehicle-Activated Warnings Signs

Vehicle activated warning signs are road side signs which only target selected drivers. Sensors measure the speed of approaching vehicles and if this speed is in excess of a pre-set trigger speed the sign lights up. The main objective is to alert the targeted driver to the hazard such that they reduce their speed.

Location:	Bristol Road, Birmingham
Site Description:	Arterial road on approach to Northfield Town Centre where the speed limit is reduced from 40 mph to 30 mph zone.



19) Yellow Bar Markings

The objective of the yellow bar markings is to slow drivers on approach to a hazard, such as a junction or a bend. The spacing pattern of the yellow bar markings are designed to manipulate a driver's visual field so that, as a driver travels over the markings he or she would perceive that their speed was greater than actual speed.

Location:	City Centre, Birmingham
Site Description:	Arterial road into city centre with a high vehicular and pedestrian count.





Appendix 4: Beacon Authorities

Most local authorities have in place various schemes and practices aimed at increasing road safety and reducing the number of accidents. These include schemes such as Safer Routes to School, Child Safety Zones, Driver Improvement Programmes, Homezones, Safety Camera Partnerships, Local Safety Schemes and various educational programmes aimed at school children. Local authorities are also involved in a variety of campaigns aimed at reducing the risk of fatalities due to drink and drug driving as well as general awareness raising of the risks of driving whilst under the influence of alcohol or drugs.

Beacon Status for Road Safety

A Beacon Status is awarded for Excellence in Local Government in recognition of an innovative and creative approach to the reduction of road casualties. The authority can expect their work to be showcased as best practice to other local authorities around the country.

In 2006 the following local authorities were awarded the Beacon Status for Road Safety – Nottingham, Lincolnshire and Norfolk. Examples of good practice aimed at increasing road safety and thus reducing casualties/accidents through various educational, publicity and enforcement activities are detailed below.

Nottingham City Council

Prior to the award in 2006 Nottingham has been close to, or beaten, Government 2010 targets to reduce the number of road accident casualties compared to the 1994-98 average:

- The number of children killed or seriously injured (KSI) by 50%. Nottingham achieved 58% in 2005;
- The number of adults KSI's by 40%, (Nottingham achieved 34%); and
- The number of people slightly injured by 10% (Nottingham figure was 21%).

This equates to a total of 38 fewer children and 86 fewer adults who were killed or seriously injured and 310 fewer slight casualties.

Nottingham is now setting itself tougher targets of 70% reduction in number of children KSI and 60% reduction in number of adults KSI.

Some examples of Nottingham's innovation in Road Safety are:

- **Data led road safety** – identify the problem areas, investigate accidents from police reports and witness statements and design possible solutions;
- **Shiny Side Up Partnership** – international award winning campaign aimed at reducing motor cycle casualties, fronted by British Super Bike Champion John Reynolds;
- **Safety Camera Partnership** – two international awards (for SPECS cameras and regional education campaign methods);



- **Pedestrian Safety Partnership** – including "Bobby Dazzler" where elderly pedestrians were encouraged to be seen during poor weather by using brightly colour umbrellas, campaign fronted by David Dickinson;
- **Bare Bones Partnership** – encouraging younger scooter/motorbike users to wear the right protective equipment;
- **Kennington Road Home Zone** – major consultation exercise with the local residents to redesign their streets as a home zone;
- **Billy/Belinda bollard** – child shaped bollards used outside schools;
- **Neighbourhood Road Safety Initiative** – 'Birdies' educational campaign to teach how the different traffic signal crossings work, fronted by Bill Oddie.

Lincolnshire County Council

Beacon status was awarded to Lincolnshire County Council for its work in promoting road safety and reducing the number of accidents on the county's roads in 2006.

The council's bid focused on the Lincolnshire Road Safety Partnership as an innovative and effective means of delivering road safety services and an excellent example of best practice. The Partnership involves five other agencies - the Police, NHS Partnership, Highways Agency, Probation Service and Lincolnshire Fire and Rescue.

The good work saw fatalities in Lincolnshire reduce from 104 in 2003 to 69 in 2005. The number of KSI's was reduced from 630 in 2003 to 443 in 2005.⁴¹

Lincolnshire, alongside seven other Midland Safety Camera Partnerships, was also involved with a series of anti-speeding publicity campaigns that received a national award (International Road Safety Awards 2006).

The approach was unique in that it focused on using education and publicity to its greatest effect to achieve the best possible results from limited budgets.

The publicity campaigns were based on the findings of a detailed research project into driver attitude and behaviour towards speed and incorporated feedback from drivers on the types of images and message that would encourage them to slow down. This led to two campaigns aimed at encouraging drivers to slow down. 'It's not impressive' targeted young drivers and showed hard hitting visuals as a consequence of speeding. The 'Excuses' campaign was aimed at 25-34 year olds to raise awareness that regularly and knowingly exceeding the speed limit increased the risk of crashing.

Norfolk County Council

In 2006, Norfolk County Council was awarded beacon status for Road Safety. The Department for Transport highlighted that significant factors were:

⁴¹ Lincolnshire County Council.



Road Safety

- Strong progress to reach casualty reduction targets (Norfolk achieved 2010 casualty reduction targets 4 years early);
- Significant levels of Partnership working;
- Targeted approach to casualty reduction utilising data and research;
- Significant County Council leadership and support for the service which included investment and innovative practices.

Research undertaken by the council prior to the award showed that child casualties in Great Yarmouth and other deprived areas of Norfolk were significantly higher than in the less deprived neighbourhoods. Hence, the following initiatives were taken to reduce child casualties, particularly child pedestrian casualties:

- The road safety unit was restructured creating specialist officers for road safety education with the aim being to engage closely with schools
- The council targeted engineering schemes and works with the community to identify road safety problems, particularly those associated with journeys to school.
- Two kerbcraft posts were secured and a control school for monitoring was provided by the council. One Kerbcraft post, won in partnership with Suffolk County Council, addresses child casualties and inequality in the seaside towns of Great Yarmouth, Gorleston and Lowestoft.

A number of projects were also developed aimed at raising awareness with school children and included:

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