

Chapter 5

Shared Priority – Safer Roads



TELEPHONE



5 Shared Priority – Safer Roads

5.1 Introduction

Road accidents have an impact not only on the victims and their families, but the community and the City as a whole. In 2004 1061 people were injured on Hull's roads, 125 of those were serious or fatal in nature. The average cost per accident is thought to be around £70,000. As such, road safety is an important issue not simply in human terms but also in financial and economic terms.

Kingston upon Hull has achieved significant reductions in road casualties over the past 10 years, and is now regarded as a leader in the field of road safety. The Council has a Road Safety Strategy issued in 2004 (see [Appendix D](#)) that outlines its intentions for the next five years and sets out the range of road safety tasks that are planned. This document demonstrates the Council's continued commitment to Road Safety and the diverse range of initiatives it intends to undertake.

This chapter examines the policy background regarding Safer Roads and the statutory requirements placed upon the City Council in relation to this. It will also consider the Road Safety Strategy 2005 and the casualty reduction targets for the LTP period 2006 - 2011.



5.2 Policy Background

The Road Safety Strategy published by Hull City Council in 2005 provides a comprehensive policy review, looking at national and local policy. A number of national policy documents published in recent years reflect the importance that is now being placed on road safety at government level.

5.2.1 National Policy

In 1998 the Government White Paper “A New Deal for Transport: Better for Everyone” stated that in order to improve road safety widespread action was needed including “improvements in the behaviour of drivers, riders and pedestrians, enhancements in vehicle safety, better roads and road engineering and better enforcement” This document also acknowledged that co-operation between multiple organisations would also be of value.

In March 2000 the Government published the road safety strategy document “Tomorrows Roads – Safer For Everyone”. The publication of this paper demonstrated the emphasis and importance now placed on Road Safety at a national level. The document sets casualty reduction targets to be met by 2010. These targets, which are set against a 1994-1998 baseline average, are:

- A 40% reduction in the number of people killed or seriously injured in road accidents;
- A 50% reduction in the number of children killed or seriously injured;
- A 10% reduction in slight casualty rate, expressed as the number of people slightly injured per 100 million vehicle kilometres.

Hull has already met some of the targets set by the Government for 2010. This is as a result of prolonged focus on improving road safety in the City.

National policy has also recognised the need to address the link between road safety problems and disadvantage (“Tackling the Road Safety Implications of Disadvantage” DfT 2003) and the need to integrate land use and transport policies to promote more sustainable modes of transportation (“Planning Policy

Guidance Note 13” Transport, 2001). The objective of enhancing the safety of all road users was reinforced within the 2004 White Paper “The Future of Transport: A Network for 2030”.

5.2.2 Local Policy

Hull City Council has produced a number of strategies and plans that help to translate national policies into locally specific measures for improvement. The first Local Transport Plan was produced in 2001 in accordance with the Transport Act 2000. Annual Progress Reports since 2001 have revealed that **Hull has already met some of the targets set by the Government in advance of the 2010 completion date. As a result, the Council has set itself more challenging targets to be met by 2010.** These include:

- A 60% reduction in child casualties;
- A 75% reduction in fatal and serious child casualties;
- A 50% reduction in fatal and serious casualties;
- A 40% reduction in all pedestrian and cycle casualties; and
- An overall reduction in casualties to less than 1,000 each year by 2010.

In addition to this, “The Hull City Plan” has also been taken into account in relation to road safety policies and practices. The plan provides a clear framework for development within the City by bringing together planning policies and proposals. Its primary focus is on land use and changes in the physical environment, however, social and economic considerations are also included.

The 2005 Road Safety Strategy sets out the intended actions of the Council for the next five years. The current road safety situation within the City has been examined and a range of projects, initiatives and campaigns are proposed in response to the identified aims and objectives.



5.3 Problems and Trends

Although it is recognised that Hull City Council have made great progress in Road Safety work in recent years, there remains significant room for improvement in terms of casualty reduction. This section analyses accident data intended to highlight the problems within Kingston upon Hull in order to help determine how best to achieve road safety improvements.

Table 13 compares the overall rate of accident reduction in Kingston upon Hull with that for the Yorkshire and Humberside region and Great Britain as a whole. It is clear that Hull City Council has achieved an impressive level of accident reduction in relation to the regional and the national levels.

5.3.1 Casualty Rates

Table 12 shows the reductions in the core indicators of KSI and Slight accidents achieved in Hull in 2003 and 2004. The table shows the total number of accidents has decreased by 13% in 2003 and by 26% in 2004 in comparison to the 1994-1998 average. The number of fatal or serious accidents fell by 25% in 2003 and 40% in 2004 in comparison to the 1994 to 1998 average while slight casualties fell by 11% in 2003 and 23% in 2004 compared to the 1994 to 1998 average. Whilst these figures demonstrate a positive trend of accident reduction in Hull it is still the case that there remains room for further improvements.

In 2004:

- 1,061 people were injured on Hull's roads
- 125 of these were fatal or serious accidents
- 206 involved pedestrians
- 143 involved cyclists

Table 12 Casualty Reduction Core Indicators for Hull up to 2004

Core Indicator	1994–1998 Average	2003	% Change	2004	% Change
Total Casualties	1,429	1,246	-13%	1,061	-26%
Killed or Seriously Injured	207	155	-25%	125	-40%
Slight Casualties	1,222	1,091	-11%	936	-23%

Table 13 Casualty Reduction, Regional and National Comparison

All Casualties	1994–1998 Average	2003	% Change	2004	% Change
Hull	1,429	1,246	-13.0%	1,061	-26.0%
Yorkshire & Humberside	28,808	28,368	-1.5%	27,049	-6.1%
Great Britain	319,928	290,607	-9.2%	28,0840	-12.2%

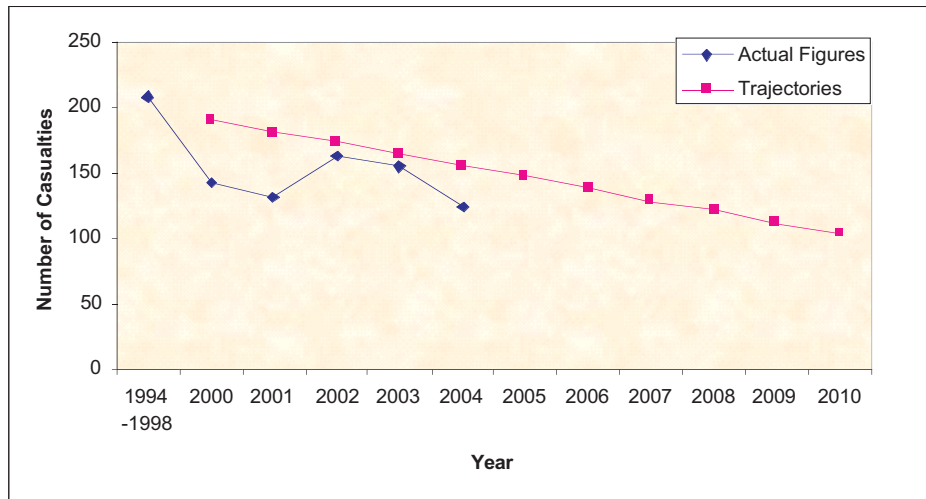


5.3.2 Serious and Fatal Casualties

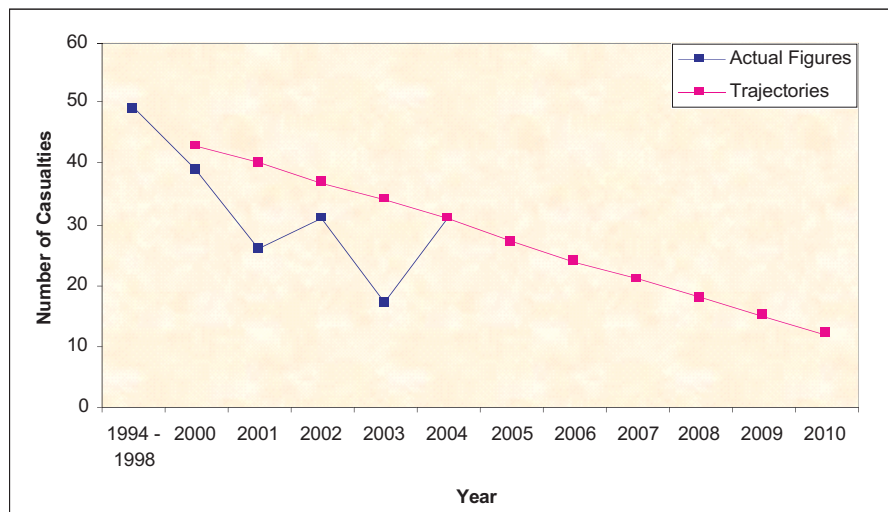
Graph 4 below compares actual and target reductions in KSI casualties for Kingston upon Hull. Since 2000 casualty levels have been well below the target figures indicating that Hull is performing even more effectively than had been statistically forecasted. The graph gives no indication of any significant problems relating to KSI levels and shows that the downward trend continues to be recorded.

Graph 5 below shows the reductions in the number of Child fatal and serious casualties from 2000-2004 in relation to the trajectories set out in order to meet the relevant targets. It is clear the Council is on track to meet the Child KSI reduction targets. However, this reduction had not been steady, as the graph shows that in 2002 child fatal and serious casualties actually rose to 31, while in 2003 they fell back to 17 casualties only for 2004 to rise back to 31 casualties. As can be seen from Graph 5 the actual figures exactly match the trajectory for 2004 and considerable effort will be needed to ensure in future years the trajectories are met.

Graph 4 Number of Deaths and Serious Injuries (all ages)



Graph 5 Number of Child Deaths and Serious Injuries



5.3.3 Slight Casualty Rates

Table 14 shows the change in slight casualty rates between 2000 and 2004. In comparison to the 1994-1998 baseline figures there has been a 23% reduction in slight casualties to-date. Graph 6 below illustrates the somewhat unstable nature of change to slight casualty rates in Hull to date. The 2010 target for slight casualties is to achieve a 10% reduction. In addition to this, whilst the Council is on track to meet the 2010 target for slight accidents, the level of casualties occurring in the City is still very high. The level of slight casualties in 2004 was equivalent to 3 slight casualties every day. There is evidently room for significant improvement beyond the requirements of the 2010 targets.

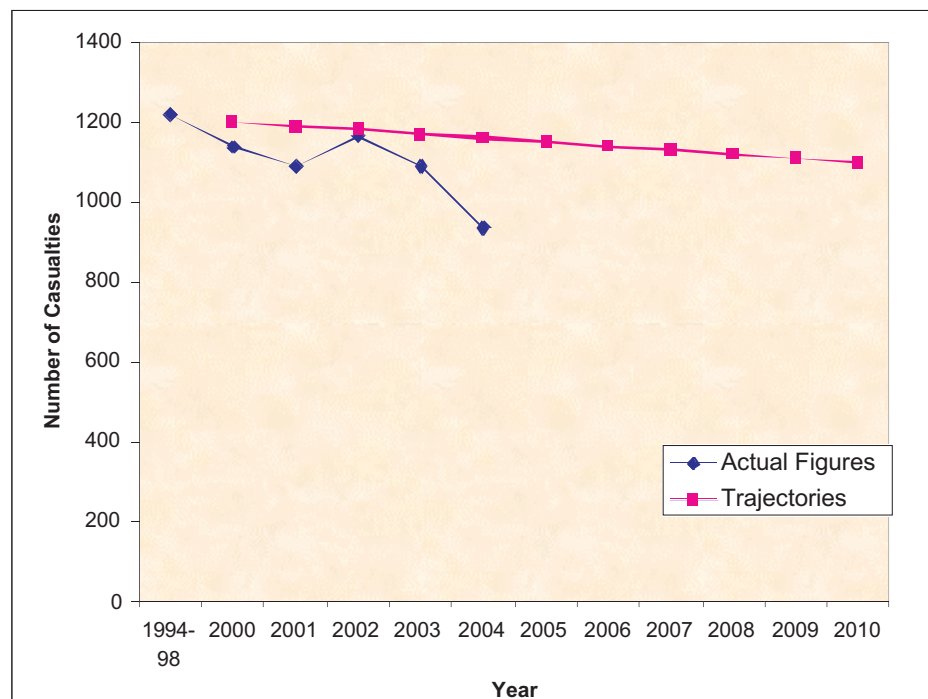
5.3.4 Wider Analysis

Table 15 (page 116) shows the Council's performance in relation to a range of other road safety indicators. Figures in **bold** are actual casualty levels whilst the rest are trajectories. It is evident from the table that the Council remains ahead of the targets for reduction of each casualty type. Reductions in Child Road Casualties have been ahead of target since 2000 but the number of child road casualties has increased from 2003 to 2004. 2004 figures for reduce pedestrian casualties have already met targets for 2009. Targets for 2007 to reduce fatal and serious pedestrian casualties to 54 have already been met with 2004 figures likewise the 2004 figures to reduce child pedestrian casualties have already met targets for 2006. The 2004 figures to reduce all cycle casualties has already far exceeded all targets up to 2010.

Table 14 Change in Slight Casualty Rates 2000-2004

	1994-98 Average	2000	2001	2002	2003	2004
Slight Casualties	1,222	1,140	1,091	1,166	1,091	936

Graph 6 Number of Slight Casualties



Such achievements would suggest that the Council is well on the way to meeting and exceeding the 2010 road casualty reduction targets. However, whilst such positive progress is commendable, there remains significant room for further improvement. Reductions in child road casualties are just ahead of target with a rate of nearly 4 a week. Pedestrian casualties are still occurring at a rate of 4 per week, whilst cycle casualties are occurring at around 3 per week. The Council must aim to reduce accident rates beyond 2010 targets and to make a real difference to the numbers of people killed and injured each year on the roads, it has already shown that this can be readily achievable with a reduction in cycle casualties to beyond 2010 targets.

5.3.5 Road Safety Schemes

Accident data held by Hull City Council includes data relating to areas where road safety schemes have recently been installed. This data details the changes in casualty rates since the scheme was implemented and is intended to show the effectiveness of each scheme. The 2005 LTP Annual Progress Report provides accident data for areas that had had safety schemes installed during the past years. Analysis of this data shows that a small number of areas have experienced a rise in road casualties despite the

installation of road safety schemes such as 20 mph zones, cycle lanes and surface treatments. Such increases could be seen as short-term effects of the implementation of a new scheme. However, we will continue to monitor these areas to establish whether this trend is actually the result of a more serious underlying problem.

5.3.6 Conclusions

The accident data show that Hull City Council has enjoyed a significant amount of success in meeting its road safety targets. Road casualties have decreased at a rate faster than that set out in the trajectories and there has been positive progress made towards maintaining this rate of decrease. However, a number of concerns have been highlighted that may require further monitoring and road safety work in order to ensure that the Council remains on track to meet the 2010 national and local targets. In addition to this, meeting another shared priority, namely reducing congestion, could lead to increased speeds on the road network. This has the potential to impact on road safety and measures, such as reduced speed limits, will be required to ensure an increase in accidents does not result.

Table 15 Casualty Reduction – Actual and Trajectory

Local Objective	1994-98 Baseline Average	Actual data				Trajectory Data					
		2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Reduce Child Road Casualties	282	218	192	173	200	183	169	155	141	127	113
Reduce Pedestrian Casualties	338	246	217	236	206	259	248	237	225	214	203
Reduce Fatal and Serious Pedestrian Casualties	87	57	61	56	53	62	58	54	51	47	44
Reduce Child Pedestrian Casualties	156	107	97	91	93	101	94	86	78	70	62
Reduce all cycle casualties	291	233	234	206	143	223	213	204	194	184	175



5.4 Opportunities

This section discusses the opportunities currently available to Hull that may assist in the creation of safer roads. These opportunities range from the continuation and expansion of schemes already in practice, to the adoption and implementation of schemes outlined in strategies and past studies. Opportunities also exist through education, publicity and training.

The diagram below sets out the various considerations, partnerships and undertakings that contribute to the achievement of safer roads. The diagram illustrates that road safety requires more than simply the implementation of a scheme or enforcement of a speed limit. Successful road safety improvements require partnership, consultation and the consideration of many different objectives and priorities. The success that Hull City Council has achieved to date demonstrates their ability to balance such requirements to create highly successful road safety measures.

The Road Safety Strategy published in 2005 clearly outlines the partnership environment within which Hull City Council work. This partnership includes emergency services, other Local Authorities, the NHS Trust, crime reduction groups and the Highways Agency.

Following the achievements during the first LTP a number of opportunities for further road safety improvements can be identified. These include:

- Further 20 mph Zones
- Home Zones
- Development of Pedestrian and Cycle Network
- Speed Cameras
- City Centre Traffic Improvements

The remainder of this section will discuss each of these opportunities in turn and evaluate the extent to which they have proven successful to date and how they might help to achieve improved road safety in future.



5.4.1 20 MPH Zone

Across the UK 20 mph zones are instrumental in improving road safety and nowhere has this been better proven than in Kingston upon Hull. In recent years Hull has achieved national recognition for its successful use of 20mph zones, as one of only a few cities to undertake widespread implementation of this form of traffic calming. Within each area that has become a 20 mph zones, there has been an effort made to include the local community and in particular local schools (through designing of signs etc).

The implementation of new 20mph zones can be undertaken as part of a wider scheme or safety project or independently. Care is taken to ensure that 20mph zones are installed in the appropriate places.

- There are 118 20 mph zones in Hull, which cover over 25% of the City's road network.
- In 2003-2004 nine new 20mph zones were established in Hull.



5.4.2 Home Zones

Hull City Council was quick to embrace the Home Zone concept and published their Home Zone Strategy in 2003. The City's first Home Zone, the 'William Sutton Trust Home Zone' was originally requested by the residents of the area and was completed in 2004. A Partnership Group was established to develop the idea and funding gained from a number of different sources. Extensive consultation was undertaken throughout the scheme to ensure that the Home Zone met the residents' requirements and to engage people with the scheme and give a sense of local ownership.

Hull's second Home Zone, Albany Street, has been funded as part of the Government's 'Home Zone Challenge' initiative. Extensive consultation has been undertaken and a number of innovative methods were employed in its design. The scheme was officially opened on Saturday 19th November 2005.

Home Zone schemes are an effective method of achieving improved road safety whilst also meeting other requirements such as creating a pedestrian rather than a car dominated environment to improve street scene, safety and accessibility. The very nature of such schemes means they are intended for resident involvement and participation and aim to provide greater accessibility and improve social inclusion as well as improving Road Safety.



5.4.3 Safety on the Cycling Network

Cycling has long been an important mode of transport in Hull. The monitoring of areas before and after the implementation of cycle lanes has made it possible to track the effect that such schemes have had. Of the schemes monitored there has been an average decrease in cyclist casualties of 43% whilst most areas also experienced an increase in the number of cyclists after the establishment of a cycle lane. In 2003 Hull City Council published its Cycling Strategy. This set out a range of objectives including to increase cycle use in the City and to decrease cycle accidents.

Work is currently on going on a cycle framework to evaluate potential cycle schemes. This work is likely to lead to some modifications of the existing adopted Cycle Strategy.

- Over £2.5million has been invested in the City's cycle network since 1997.

In line with these objectives initiatives were put forward, which included:

- Improved cycling facilities
- Integration of cycling into all areas
- Clear signage
- Provision of secure parking facilities.



The opportunity is present for Hull City Council to build upon the already high levels of cycling within the City. The Cycling Strategy currently underway within the City is incorporated into this LTP. It will help to meet the targets set in relation to cycling rates and the reduction of casualties in the City whilst addressing issues of accessibility, social inclusion and congestion.



5.4.4 Safety on the Pedestrian Network

Hull City Council published its Walking Strategy in 2003, which aimed to reduce the reliance on the motor vehicle by increasing the proportion of journeys made on foot. Levels of walking in Hull have remained fairly stable in recent years. At present around 10.4% of all journeys to work in Hull are made on foot, compared to around 10% nationally. In addition to this 1,500 pupils annually receive pedestrian training and 48 schools currently have 'Safer Route to School' measures in place. Despite these encouraging statistics there remains much potential to increase the amount of walking undertaken within the City.

The intention is to divide the City into manageable areas for which individual detailed walking plans can be developed. One of these areas will be chosen as a pilot area for which the City's first 'Walking Plan' will be developed. Consultants are to be commissioned later this year to identify suitable areas and to develop a

walking plan for the pilot area. The work will involve the identification of the processes involved in the production of the plan including the role of key stakeholders and ensuring that it complies with the overarching Walking Strategy adopted in 2003.

The Hull Walking Strategy recognises the need to reduce the physical and attitudinal barriers to walking in order to meet its objectives. The key objectives of the Walking Strategy are to increase the level of walking as the main mode of transportation, to decrease pedestrian road casualties, to improve accessibility and health. Initiatives put forward to achieve these include:

- Increased numbers of pedestrian crossings;
- Dropped kerbs;
- Traffic calming measures;
- Pedestrian training schemes; and
- Safer Routes to School.



The Road Safety Strategy published in 2004 recognises the opportunity that existing achievements and initiatives provide. It aims to build on them with funding for further pedestrian training in schools, city-wide implementation of the Safer Routes to Schools package, in-school road safety education and award incentive schemes.



5.4.5 Speed Camera Partnership

Kingston upon Hull City Council is fully committed to joint working with a wide range of other organisations, which have the shared objective of improving road safety. This has demonstrably been the case since the formation of the Hull Road Safety Partnership in 2002.

Notwithstanding the above, the forthcoming changes to the funding and governance arrangements of safety camera partnerships signals the next logical stage in the development of the Road Safety Partnership with the development of a more integrated approach to road safety in the wider Humberside Police Force area with the development of a Strategic Humber Area Road Safety Partnership.

Initial discussions within the Safety Camera Partnership's Project Board have identified potential for other road safety organisations to utilise the resources of the Safety Camera Partnership. These resources include staff skilled in road safety, data collection and analysis, research and development, marketing and public relations. This has the potential to increase the amount of road safety work that can be undertaken in the City and addressing cross boundary route issues with neighbouring authorities. Also, this will have the potential to improve value for money through more cost-effective provision of some services (e.g. traffic flow, speed and accident data collection and analysis). Benefits of such an arrangement include area-wide road safety publicity, cross-boundary co-operation and consistency and information exchange.



5.5 Strategy

The Hull City Council Road Safety Strategy (2004) sets out the Council's aims and objectives for the next five years. The following section offers a review of this strategy and its components and is intended to clarify what initiatives, actions and schemes are planned in order to help Hull City Council meet the range of targets and objectives that have been set. This review will look at the strategy in relation to three key elements:

1. Casualty Reduction Strategy;
2. Speed Management Strategy; and
3. School Travel Strategy.

5.5.1 Casualty Reduction Strategy

Casualty reduction forms a major part of the Road Safety Strategy, as it is upon this that the success of the Council is measured. To-date Hull City Council has achieved significant success in relation to casualty reduction however, in 2004 1,060 people were injured on the roads in Hull and therefore there remains ample room for further reductions.

The strategy to meet casualty reduction targets includes a range of different initiatives designed to provide a comprehensive package of measures. These initiatives include:

- Engineering measures and pedestrian and cycle facilities;
- Education, training and publicity for road users of all ages;
- Enforcement of traffic regulations and speed limits;
- Encouragement of alternative modes of transportation (e.g. cycling and walking) through training; and
- Research into road casualties.

Such initiatives are aimed at adults and children alike, as well as at all types of road users, from car drivers to pedestrians. The use of the well-established '4-Es' approach (Engineering, Education Training and Publicity, Enforcement and Encouragement) demonstrates Hull City Council's inclusive approach to Road Safety and our willingness to employ a range of initiatives and approaches in order to best achieve casualty reduction.

5.5.2 Speed Management Strategy

Hull City Council is a member of the regional Speed Camera Partnership (discussed above) and works in conjunction with Humberside Police and the Magistrates' Court. Speed Management is recognised as an essential part of road safety. Ensuring that vehicle travel at a safe and responsible speed will assist in the reduction of accidents and casualty rates. The Road Safety Strategy addresses speed management through four key initiatives:

1. Safety Cameras;
2. Police Enforcement Campaigns;
3. Road Safety Campaigns; and
4. Education and Training for Drivers.

These four approaches are designed to work together in order to educate drivers on responsible driving and spread the message that speeding will not be tolerated in Hull.



5.5.3 School Travel Strategy

At present 48 schools within Hull have established Safer Routes to Schools measures and there are 97 School Crossing Patrol sites. Safety measures in relation to school travel can help to reduce the number of child casualties and ensure that children grow up with an appreciation for and understanding of road safety. The Road Safety Strategy proposes a range of initiatives to address school travel. Not only are further School Crossing Patrol sites intended but also there are targets in relation to the provision of road safety education and training for school pupils. In addition to this it is intended that by 2010 all schools in Hull will have a Safer Routes to School package in operation.



5.6 Implementation

The review of the implementation methods outlined in Hull City Council's Road Safety Strategy will be undertaken in three sections, in line with the strategy review above. Initiatives for Casualty Reduction, Speed Management and School Travel will be discussed in turn. For each section the review will look at initiatives in terms of the 'Four Es':

- Engineering;
- Enforcement;
- Education, Training and Publicity; and
- Encouragement.

The '**Four Es**' represent the four main components of road safety related strategies:

Engineering – includes the use of highway design and physical measures to control traffic and reduce the likelihood of accidents occurring.

Enforcement – the application and implementation of speed limits and traffic rules.

Education, Training and Publicity – measures that aim to inform and educate road users and pedestrians.

Encouragement – encouragement of people to become involved or interested through partnerships, incentives, award schemes etc.



The following actions have been outlined in the Road Safety Strategy to help meet Casualty Reduction, Speed Management and School Travel targets. Some of the initiatives listed below appear in more than one section as they apply to more than one of the three headings, these are marked with an asterisk (*).

5.6.1 Casualty Reduction

Engineering:

- Annual programme of pedestrian schemes *
- Annual programme of cycling facilities
- Safety Audits

Education, Training and Publicity:

- Road Safety Education in schools *
- Practical cycle training for 1500 school pupils per year *
- Practical pedestrian training for 1500 school pupils per year *
- Practical pedestrian training for children in deprived wards (additional 800 per year)
- Road Safety Awareness Course for Young Offenders *
- Driver Education Courses *
- Publicity campaign for drug and drink driving

5.6.2 Encouragement

- SMARTRISK Heroes Programme – Secondary School pupils *
- 'Focus on Safety' Award Scheme *

5.6.3 Speed Management

Engineering:

- Auditing existing initiatives and identify best practice
- Safety Audits
- Annual programme of local safety schemes *

Enforcement:

- Enforce and monitor Safety Camera Sites
- Identify new sites for Safety Cameras for the next financial year
- Police led interagency enforcement operations
- Intelligence led ANPR operations targeting high risk drivers

Education, Training and Publicity:

- Support for 5 national Road Safety Campaigns per year *
- Initiate 5 local Road Safety Campaigns per year *
- Road Safety Awareness Course for Young Offenders *
- Driver Education Courses *

5.6.4 School Travel

Education, Training and Publicity:

- Safer Route to School Package for each school
- Road Safety Education in schools *
- Practical cycle training for 1500 school pupils per year *
- Practical pedestrian training for 1500 school pupils per year *

Enforcement:

- School Crossing Patrol Services

Encouragement:

- SMARTRISK Heroes Programme – Secondary School pupils *
- 'Focus on Safety' Award Scheme *



5.7 Performance Indicators and Targets

Monitoring of the progress towards the various targets and objectives is an essential part of the process to achieving safer roads. Below is a list of the national and local targets that Hull City Council is to work towards over the next 5 years.

The Road Safety Strategy in [Appendix D](#) details the output indicators that are to be used to monitor the progress of the Council towards the national and local targets. This will provide a comprehensive review of the overall decrease in casualties and the effectiveness of various schemes.

National Targets:

- 40% reduction in fatal and serious casualties by 2010
- 50% reduction in child fatal and serious casualties by 2010
- 10% reduction in slight casualties per 100 million vehicle kilometres

All reductions are based on the 1994-1998 average number of casualties.

Local Targets:

- Overall reduction in casualties to 1,000 per year by 2010
- 60% reduction in child casualties by 2010
- 50% reduction in fatal and serious casualties by 2010
- 40% reduction in cycle casualties by 2010
- 50% reduction in fatal and serious pedestrian casualties by 2010
- 60% reduction in child pedestrian casualties by 2010
- 75% reduction in child fatal and serious casualties by 2010

All reductions are based on the 1994-1998 average number of casualties.

