



SHEFFIELD CITY COUNCIL Cabinet Highways Committee

Report of: Executive Director, Place

Date: 10 January 2013

Subject: A Vision for Safer Roads in Sheffield

Author of Report: Susie Pryor, 273 4192

Summary:

A Vision for Safer Roads in Sheffield is about our approach to Road Safety between 2011 and 2026. Our vision is to maximise safety on our roads, and contribute to making Sheffield a great place to live, by creating a safer environment and encouraging safer behaviour on our road network.

The Vision for Safer Roads in Sheffield will help contribute to the social, economic and environmental improvements we want to happen in the city and will be our key to deliver each of the objectives of 'Standing up for Sheffield'.

This report sets out our aspirations and what we want to do in the short term and over the long term for the next 15 years.

Reasons for Recommendations:

Cabinet Highways Committee is asked to approve 'A Vision for Safer Roads in Sheffield' so that the Council has a clear strategic approach to Road Safety for the next 15 years.

The 'Vision for Safer Roads in Sheffield' will, in the long term, reduce the number and severity of collisions and casualties, reduce the fear of accidents, encourage sustainable modes of travel and contribute towards the creation of a more pleasant, cohesive environment.

Recommendations:

- 7.1 Approve 'A Vision for Safer Roads in Sheffield'
- 7.2 Consult on 'A Vision for Safer Roads in Sheffield' with all relevant stakeholders
- 7.3 Incorporate 'A Vision for Safer Roads in Sheffield' into the revised 'A Vision for Excellent Transport in Sheffield'.

Background Papers: NONE

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
NO Cleared by: Matthew Bullock
Legal Implications
YES Cleared by: Deborah Eaton
Equality of Opportunity Implications
YES Cleared by: Ian Oldershaw
Tackling Health Inequalities Implications
NO
Human rights Implications
NO:
Environmental and Sustainability implications
NO
Economic impact
NO
Community safety implications
NO
Human resources implications
NO
Property implications
NO
Area(s) affected
All
Relevant Cabinet Portfolio Leader
Leigh Bramall
Relevant Scrutiny Committee if decision called in
Culture, Economy and Sustainability
Is the item a matter which is reserved for approval by the City Council?
NO
Press release
YES

A VISION FOR SAFER ROADS IN SHEFFIELD

1.0 SUMMARY

1.1 'A vision for Safer Roads in Sheffield' is about our approach to Road Safety between 2011 and 2026. Our vision is to maximise safety on our roads, and contribute to making Sheffield a great place to live, by creating a safer environment and encouraging safer behaviour on our road network.

1.2 Our Vision for Safer Roads in Sheffield will help contribute to the social, economic and environmental improvements we want to happen in the city and will be our key to deliver each of the objectives in 'Standing up for Sheffield':

- A strong and competitive economy
- Better health and well being
- Successful young people
- Tackling poverty and increasing social justice
- Safe and secure communities
- A great place to live
- An environmentally responsible city
- Vibrant city

1.3 The 'Vision for Safer Roads in Sheffield' sets out our aspirations and what we want to do in the short term and over the long term for the next 15 years.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE?

2.1 The 'Vision for Safer Roads in Sheffield' will, over time, bring about a reduction in the number and severity of traffic accidents, thus helping to create *safe and secure communities*. Implementing the road safety strategies described in the vision together with an ongoing programme of publicity and driver education will contribute to the creation of a safer residential environment and a *Great Place to Live*.

3.0 OUTCOME AND SUSTAINABILITY

3.1 The 'Vision for Safer Roads in Sheffield' will contribute to the delivery of:

- the '*sustainable and safe transport*' objective of the Corporate Plan;
- Policy W of the Sheffield City Region Transport Strategy 2011-2026: *To encourage safer road use and reduce casualties on our roads*
- Policy X: *To work with the Police to enforce traffic laws*
- Policy Y: *To focus safety efforts on vulnerable groups and*

the Council's Vision For Excellent Transport In Sheffield: *A better environment; a culture where the car is not always the first choice*

4.0 REPORT

4.1 As well as setting out the City Council's strategic priorities 'A Vision for Safer Roads in Sheffield' is also the City Council's contribution to the third South Yorkshire wide Local Transport Plan (LTP3). This is important because the LTP determines how transport funding released by Department for Transport is spent in the local area over the next decade. More detail about how we aim to reduce casualties by using education, training and publicity is set out in the Appendix to LTP3, "Making South Yorkshire Roads Safer – The Way Forward. An Education, Training and Publicity Action Plan 2012-2015."

4.2 The Sheffield City Region (covering South Yorkshire and a number of districts in North Derbyshire and North Nottinghamshire) has a 15 year Transport Strategy in place which provides a strategic framework for LTP3. LTP3 covers South Yorkshire and will help the four districts along with South Yorkshire Passenger Transport Executive. The 'Making South Yorkshire Roads Safer' strategy has been developed and approved by South Yorkshire Safer Roads Partnership, which includes the Police, the Fire and Rescue service and Health Services.

4.3 A 'Vision for Safer Roads in Sheffield' is included in Appendix A. It sets out our aspirations and what we want to do in the short term and over the long term for the next 15 years. In developing 'A Vision for Safer Roads in Sheffield' we have taken this opportunity to look at our approach and the impacts in the widest sense. Road Safety can make a contribution to achieving many of the outcomes in the Council's Corporate Plan, whether they relate to economic, social or environmental goals.

4.4 Over the last 10 years, road casualties in Sheffield have fallen significantly, particularly for children.

Ten years ago, in 2002:

- 339 people were killed or seriously injured on our roads in Sheffield (60 of these were children).
- There were 2,238 slight injuries.

In 2011:

- 163 people were killed or seriously injured (28 of these children)
- There were 1,529 slight injuries.

4.5 Our progress has been good. However, we are not complacent. The trend and continued reductions will be harder to maintain and this means we have to innovate and find more effective ways to meet our goals and the broader transport aims.

- 4.6 Consultation on 'A Vision for Safer Roads in Sheffield' will be carried out with all relevant stakeholders including, The South Yorkshire Safer Roads Partnership, The 'Sheffield on the move' forum, Sheffield Chamber of Commerce and Industry and interested groups such as cyclists. The 'Vision for Safer Roads in Sheffield' will be incorporated into the 'Vision for Excellent Transport in Sheffield'. This is currently being revised to take into account 'Standing up for Sheffield'.

Relevant Implications

- 4.7 This report is not seeking approval for spend. 'A Vision for Safer Roads in Sheffield' is a strategy for the next 15 years, covering the period 2011-26. However, it will help direct spend over this period.
- 4.8 The Council has a statutory duty to collect and analyse data and to promote road safety and to ensure that any measures it takes are reasonably safe for all users. In making decisions of this nature the Council must be satisfied that the measures are necessary to avoid danger to pedestrians and other road users or for preserving or improving the amenities of the area through which the road runs. Providing that the Council is so satisfied then it is acting lawfully and within its powers.
- 4.9 An Equality Impact Assessment was conducted and concluded that safer roads and a reduced numbers of collisions involving traffic and pedestrians would fundamentally be positive for all local people regardless of age, sex, race, faith, disability, sexuality, etc. However, the most vulnerable members of society (for example, the young, elderly, disabled and carers) would gain particular benefit. No negative equality impacts were identified.

5.0 ALTERNATIVE OPTIONS CONSIDERED

- 5.1 An alternative option would be not to have 15 year Vision for Safer Roads in Sheffield. However this would mean that there would be no strategic long term, distinct plan for Road Safety in Sheffield, focussed on the City's priorities.

6.0 REASONS FOR RECOMMENDATIONS

- 6.1 Cabinet is asked to approve 'A Vision for Safer Roads in Sheffield' so that the Council has a clear strategic approach to transport for the next 15 years.
- 6.2 The 'Vision for Safer Roads in Sheffield' will, in the long term, reduce the number and severity of collisions and casualties, reduce the fear of accidents, encourage sustainable modes of travel and contribute towards the creation of a more pleasant, cohesive environment.

7.0 RECOMMENDATIONS

7.1 Approve 'A Vision for Safer Roads in Sheffield'

7.2 Consult on 'A Vision for Safer Roads in Sheffield' with all relevant stakeholders.

7.3 Incorporate 'A Vision for Safer Roads in Sheffield' into the revised 'A Vision for Excellent Transport in Sheffield'.

Simon Green
Executive Director, Place

10 January 2013

Appendix A

A Vision for Safer Roads in Sheffield (Draft)

1.0 Introduction

- 1.1 'A Vision for Safer Roads in Sheffield' is about our approach to Road Safety between 2011 and 2026.
- 1.2 This document supports to the delivery of the 'Vision for Excellent Transport in Sheffield', the South Yorkshire Local Transport Plan 3, the South Yorkshire Safer Roads Partnership's 'Making South Yorkshire Roads Safer' strategy and Sheffield City Council's Corporate Plan 'Standing up for Sheffield'.

2.0 Our vision for Road Safety

- 2.1 Our vision is to maximise safety on our roads, and contribute to making Sheffield a great place to live, by creating a safer environment and encouraging safer behaviour on our road network.
- 2.2 The South Yorkshire Local Transport Plan (LTP) has 4 main goals:
 - To support economic growth
 - To enhance social inclusion and health
 - To reduce emissions
 - **To maximise safety**
- 2.3 Our specific goals for Road Safety in Sheffield are to:
 - Encourage safer road use and reduce casualties on our roads, particularly those involving death or serious injury.
 - Focus safety efforts on vulnerable groups
 - To work with the Police to enforce traffic laws
 - **To have zero child fatalities on our roads – (DO WE SET OURSELVES THIS CHALLENGING AND CLEARLY MEASUREABLE PLUS ACCOUNTABLE TARGET?)**

3.0 What does the Vision for Safer Roads in Sheffield mean?

- 3.1 Our Vision for Safer Roads in Sheffield will help contribute to the social, economic and environmental improvements we want to happen in the city and will be our key to deliver each of the objectives of 'Standing up for Sheffield'.

A strong and competitive economy

- 3.2 Improving road safety in itself contributes to economic growth. In 2011 the economic welfare cost of reported road accidents in Great Britain was estimated at £15.6bn per annum (Road Casualties GB – Annual Report). This translates to a figure of over £245m per annum for South Yorkshire and £90m per annum for Sheffield (pro rata).
- 3.3 This lost output takes various forms, including the costs to the emergency and health service, the damage to property and vehicles and lost economic output from deaths and injuries. On top of this is the congestion and potentially long delays caused by incidents.
- 3.4 Road Safety schemes improve the effectiveness of existing infrastructure, reducing traffic related casualties and improving safety for all road users.

Better health and well being

- 3.5 Road traffic casualties have a particularly strong correlation with deprivation. As we will be prioritising our work in the areas with the highest casualty rates, it will assist in reducing these health inequalities.
- 3.6 The Public Health White Paper 'Healthy Lives, Healthy People' proposes to roll out Health and Well-being Partnership Boards across the country. Casualty reduction and the key performance indicators will come within these Boards' remit.

Successful young people

- 3.7 Children are the future of our city. We aim to ensure that all children, young people and adults in Sheffield achieve their full potential. We have a continuing responsibility to protect and promote the welfare of children and to keep children and young people safe.
- 3.8 Reducing the number of road casualties involving this group in the city remains a high priority. This is done through Road Safety engineering schemes, education and targeted enforcement. Road safety education for children and teenagers ensures that young people in Sheffield obtain a solid grounding in the safe and responsible use of the highway.

Tackling poverty and increasing social justice

- 3.9 As well as road casualties and increased anxiety and danger, the growth in motorised transport has brought about other negative impacts in terms of noise, air and light pollution as well as visual intrusion from rail and road links. These impacts are often concentrated in certain areas and can

increase health inequality. Those living in deprived areas are particularly at risk from the negative impacts of transport.

- 3.10 A shift to more sustainable transport modes such as walking and cycling will both assist with these negative impacts and help reduce the number and severity of casualties as we firmly believe that reducing vehicle mileage will make our roads safer.

Safe and secure communities

- 3.11 We want Sheffield communities to continue to be safe and secure. A reduction in the number and severity of road traffic casualties and collisions will make communities safer and feel safer.
- 3.12 Road safety schemes also help to reduce the fear of accidents and slower speeds contribute towards the creation of a more pleasant, accessible environment. An environment in which people will be encouraged to walk and cycle more without fear of danger.

A great place to live

- 3.13 We want Sheffield to be a city that has successful places and sustainable communities with access to high quality housing, local services, shops, and jobs, as well as having excellent parks, streets and other physical infrastructure.
- 3.14 As well as reducing the number and severity of casualties, Road Safety schemes can encourage sustainable modes of travel and contribute towards the creation of a more pleasant, cohesive environment.

An environmentally responsible city

- 3.15 The way we move about the city will play a significant role in reducing the amount of carbon dioxide produced by the city.
- 3.16 The 20mph strategy, which sees the introduction of a 20mph speed limit in residential areas across the City, will contribute to this and also increase the numbers of those choosing to walk or cycle.

Vibrant city

- 3.17 We want Sheffield to be a city with the attributes it needs to prosper and where the quality of life make it somewhere people choose to live, work and do business.
- 3.18 Almost everyone who lives in the City and a large number who don't travel on our highway network on a frequent basis, whether as drivers, riders, passengers or pedestrians in order to go about their daily routines and to access essential services. Creating a safer environment and encouraging safer behaviour will improve the quality of life for all highway

users. A negative image of travelling around Sheffield can put people off visiting and doing business in the City.

4.0 How we will achieve our vision

4.1 By continuing to work within the South Yorkshire Safer Roads Partnership, we will:

- Continue to address road safety and seek improvements to reduce Killed and Seriously Injured casualties in particular and all casualties in general.
- Aim to reduce the casualty rates of some groups more quickly, such as children living in deprived areas, cyclists and young drivers.
- Improve road safety together by empowering the City's residents through local and community decision making.
- Make links with other local agendas such as Public Health and sustainable travel.
- Work with all road safety stakeholders to make the Vision for Safer Roads in Sheffield a reality.
- Effectively prioritise resources and use an evidence based approach to interventions and be data led, particularly to include any recommendations of the Fairness Commission.
- Prioritise the introduction of future Road Safety Engineering schemes by both their collision record and the potential to co-ordinate their introduction with the Streets Ahead maintenance programme.
- Continuing evaluation of and learning from Road Safety interventions
- Continue to explore and use innovative measures to address road safety.

4.2 In May 2011 the Government published the 'Strategic Framework for Road Safety' (SFRS). The framework has eight key themes and there is a strategic shift towards Road Safety Education, Training and Publicity (ETP) activity and its contribution to behavioural change.

4.3 The Government approach is effectively a shift away from the three E's – engineering, enforcement and education. Instead, there is a move towards the systems approach to problem solving, already used in public health delivery. This involves looking at specific road user groups, issues and risks. Interventions are formed using a four stage model: problem identification; analysing causes and risk factors; assessing options; and developing a successful implementation.

- 4.4 The framework also encourages Authorities to act locally so that decisions can be tailored to suit community needs.
- 4.5 There were no national road safety targets announced, however the centrally projected forecast is for a 40% reduction in killed or seriously injured casualties (KSIs) by 2020 and 47% by 2025.
- 4.6 Over the next ten years to 2021 our countywide aims in 'Making South Yorkshire Roads Safer' are to:
- reduce the total number of deaths and serious injuries arising from road traffic collisions (by 4% per annum based on a 5 year rolling average);
 - Reduce the number of deaths and serious injuries to children and young people [0 to 17 years inclusive] arising from road traffic collisions (by 5% per annum based on a 5 year rolling average);
 - Reduce the number of people with slight injuries as a result of traffic-related incidents (by 1% per annum based on a 5 year rolling average)
- 4.7 These will be the targets for the 'Safer Roads in Sheffield' vision. Over ten years this represents a forecast reduction in:
- All KSIs of 55 casualties, a reduction of 34%
 - Child KSIs of 11 casualties, a reduction of 40%
 - Slight injury of 146 casualties, a reduction of 10%
- 4.8 Additionally, SFRS puts forward an Outcomes Framework designed to help the Government and others to monitor progress and to be used against the figures for individual local authorities so that their progress can be compared against the national picture.
- 4.9 The Outcomes Framework suggests two key indicators based on 'rate' (rather than 'number') for highway authorities to monitor:-
- Rate of killed or seriously injured casualties per million people;
 - Rate of killed or seriously injured casualties per billion vehicle miles.

These indicators will be developed with the South Yorkshire Safer Roads Partnership and Government.

5.0 What we are already doing

Road Safety Education, Training and Publicity (ETP):

- 5.1 The Road Safety ETP Action Plan for South Yorkshire has been developed by the Safer Roads Partnership. The Safer Roads Partnership (SRP) is a multi-agency group consisting of senior representatives from:-
- South Yorkshire Police

- The four Local Highway Authorities of Barnsley MBC, Doncaster MBC, Rotherham MBC and Sheffield CC
- Health/Primary Care Trusts (PCTs)
- South Yorkshire Fire and Rescue
- South Yorkshire Passenger Transport Executive
- Highways Agency
- Yorkshire Ambulance
- Peak District National Park
- University of Sheffield
- South Yorkshire Safety Camera Partnership (SCP)
- South Yorkshire LTP Central Team

5.2 The key principle of the SRP is collective responsibility for safety across the county, collision prevention, risk and casualty reduction which in turn will drive and be driven by behavioural change.

5.3 The top twenty postcodes of where most casualties groups live have been identified. Seven of the key groups are children or young people and by focussing on the schools or colleges in postcodes with the highest casualties we are most likely to be addressing those most at risk.

5.4 ETP Interventions include:

- Raising road safety awareness in primary and secondary schools, colleges and training institutions. This includes events, class sessions and assemblies with age and national curriculum relevant content using a wide range of resources to deliver a range of different road safety messages.
- Practical road-side pedestrian training
- Theatre in education targeted at those schools in areas with higher casualty rates
- Bike Safe training for motorcyclists
- Bikeability training for cyclists
- Almost all children in mainstream schools aged 10/11 attend 'Crucial Crew'. An additional 'Crucial Crew' event is held for special schools.
- Work has also taken place with older pedestrians and bus companies to raise awareness of road safety.
- Drive for Life – Evaluating and expanding where justified 'Drive for Life' and 'Learn Safe Drive Safe' and other initiatives aimed at young drivers and riders.

- Work with businesses to promote, train and strategically embed eco-safe driving. This intervention addresses organisational culture and provides a driver with the key skills required to reduce the impact vehicle use has on the environment whilst improving road user safety.
- ETP work is carried out in high priority areas. There is a provision of resources for teachers etc. to use themselves available to schools in the lower priority areas.

Road Safety Engineering:

5.5 Road Safety Engineering Interventions include:

- Accident Savings Schemes – engineering works to reduce Killed or Seriously Injured casualties (KSIs) on the roads. Prioritising roads and junctions with the highest accident rates.
- A 20mph Speed Limit Strategy for Sheffield. This was approved by Cabinet in March 2012.
- Review of waiting restrictions at every school entrance in Sheffield.
- School Entrance Schemes – engineering measures to improve safety outside schools.
- Citywide programme of Speed Indicator Devices (Smiley SIDs). There are currently 23 signs being rotated around the City responding to community concern.
- Portable Vehicle Actuated Signs (VAS) – sited at sections of road with a history of fatal and serious accidents relating to excessive speeds.
- Countywide Road Safety Initiatives Group (CRISP) – a countywide programme of tackling road accidents and reducing casualties on main roads.
- Locally led Road Safety schemes to tackle casualties and perceived danger.
- Road safety audit - identifying any road safety concerns in a highway scheme and where possible to recommend measures that would reduce the risk of accidents occurring in the resultant scheme.
- Early Action schemes – a rapid response at the scene of fatal or life changing collisions to review the need for measures in response to the collision.

- 5.6 In line with South Yorkshire Safer Roads Strategy, the South Yorkshire Roads Policing group concentrate on more serious traffic offences likely to result in fatal and serious accidents such as speeding, drug/drink driving, seat belt wearing and dangerous driving.
- 5.7 We will explore the scope and potential for Sheffield City Council to enforce moving traffic offences if Central Government enact part 6 of the Traffic Management Act 2004. Across the City abuse of prescribed or banned turns, one-way orders and cycle lanes for example, is increasing risk and danger. Reducing conflict and exposure to risk on the City's roads will have a positive effect on road safety, not only to drivers and riders but also to other more vulnerable road users. Enforcement of dangerous parking outside schools with mobile cameras will also be carried out.

6.0 What we will do to achieve our vision

6.1 The next 5 years:

Including:

- We will continue to prioritise road safety engineering schemes based on an assessment of routes and spots with the highest Killed or Seriously Injured casualty rates.
- Focus on reducing child and cyclist casualties, particularly in deprived areas.
- Work will also focus on the key road user groups that have the highest casualties. So that activity can be effectively targeted, 10 more precise groups have been identified and all effort will be geared to ensuring casualty rates decrease amongst these road user groups.
 - Young Drivers (17-24)
 - Driving for Work
 - Powered two wheel > 125cc
 - Powered two wheel < 125cc
 - Adult Cyclists
 - Child Cyclists (up to 15)
 - Young Adult Pedestrians (17-24)
 - Secondary School Age Pedestrians (11-16)
 - Primary School Age Pedestrians (5-10)
 - Pre-School Age

Action Plans have been produced for each of these groups

- Social marketing and profiling tools will be used to determine in more detail who is most at risk and how we can reach them. Closer

work with the Police to use expertise in profiling criminal behaviour. This will be applied to both road safety and travel behaviour change work.

- Research across all of the target groups indicates that on-going activity is far more effective than 'one-off' interventions, highlighting the need to draw our interventions together across the Safer Roads Partnership more effectively into a cohesive package for each target group.
- We will use more learner-centred and coaching techniques as used in the Learn Safe Drive Safe project and will develop more hazard perception training for young drivers.
- We will introduce seven 20mph speed limit areas as part of the 20mph Strategy for Sheffield. Engaging local communities in this process, including developing a 'hearts and minds' publicity campaign. Then prioritise 20mph speed limits in residential areas based on a 'worst first' basis.
- Deliver road safety programmes by engaging local people
- Continue the citywide programme of Speed Indicator Devices (Smiley SIDs).
- Expand the role and remit of Road Safety Audit process
- Look at closer working across South Yorkshire and the Sheffield City Region as part of the South Yorkshire Transport and Highways resources review, particularly in relation to travel behaviour change.
- Continually review our strategy and action plan in response to performance against our indicators, available finances and changing social and political conditions.

7.0 The next 15 years:

7.1 Including:

- Maintaining progress in reducing collisions and casualty rates
- Reverse the trend in motorcycle and cycle casualty rates
- Reduce casualty rates in deprived areas.
- Continue to review and evaluate local safety schemes so we know what works and what has given best value for money.

- A 20mph speed limit in all suitable residential areas of the City, supported by the majority of residents and road users across the City.
- Closer working with other agencies, such as Public Health. An important part of the public health agenda relates to tackling inequalities. Road traffic casualties have a particularly strong correlation with deprivation.
- Continue to fully engage in the Countywide Safer Road Partnership
- Co-ordination of Education, Training and Publicity work across South Yorkshire and the Sheffield City Region.