

# Wiltshire Local Transport Plan 2011- 2026

## Road Safety Strategy





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## **Road Safety Strategy**

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# 1 Introduction

## Introduction

- 1.1 Wiltshire Council is committed to making Wiltshire's highways safer for all users and to reduce casualties from road traffic accidents. Road safety will always be a priority but building on the success of the past will become increasingly difficult. To achieve further casualty reductions will require greater effort and a coordinated approach to engage with road users persuading them to behave more safely.
- 1.2 Wiltshire Council works closely with its road safety partners in the Wiltshire and Swindon Road Safety Partnership to maximise the effectiveness of resources committed to promote, educate and improve road safety and reduce casualties across the county. The partnership area includes all roads under the control of Wiltshire Council and Swindon Borough Council, together with the M4 motorway and trunk roads that are the responsibility of the Highways Agency.
- 1.3 The council's casualty reduction strategy is founded on gathering smarter intelligence and collision investigation to understand the local and national trends. This enables us to identify road safety targets, the high priority areas, themes and locations for casualty reduction, and to develop suitable interventions to give the greatest benefit to reducing casualties.
- 1.4 The casualty reduction interventions are developed by following the proven approach of the 3E's: education, enforcement and engineering as identified in the Audit Commission report 'Changing Lanes' (2007). Depending upon the desired outcome, any combination of the 3E's can be used and this blended approach maximises the potential benefits in achieving the road safety targets.

## Context

### Community Plan

- 1.5 The Wiltshire Community Plan 2011-2026 sets out the way in which the council will work with other partners and local communities to achieve shared ambitions for the future of Wiltshire. One of the objectives of the community plan is to:

*"Provide a safer and more integrated transport system that achieves a major shift to sustainable transport, including walking, cycling, and the use of bus and rail networks especially in the larger settlements of Trowbridge, Chippenham and Salisbury, and along the main commuting corridors".*

### Local Transport Plan

- 1.6 This road safety strategy forms a part of the Wiltshire Local Transport Plan (LTP3) 2011-2026 (available from <http://www.wiltshire.gov.uk/transportpoliciesandstrategies/localtransportplan3.htm>).
- 1.7 The Department for Transport's (DfT's) 'Guidance on Local Transport Plans' (July 2009) sets out the following five overarching national transport goals:
  - support economic growth
  - reduce carbon emissions
  - contribute to better safety, security and health
  - promote equality of opportunity
  - improve quality of life and healthy natural environment.



- 1.8** Eighteen local strategic transport objectives sit under these goals including two which have specific relevance to road safety:
- SO8 - To improve safety for all road users and to reduce the number of casualties on Wiltshire's roads.
  - SO9 - To reduce the impact of traffic speeds in towns and villages.

## **Partnership working**

- 1.9** The objectives of the Wiltshire and Swindon Road Safety Partnership are to improve road safety in Wiltshire and reduce the number of casualties in accordance with national targets.
- 1.10** The partnership is made up of road organisations with a responsibility for public safety in the area and currently the partnership comprises of representatives from Wiltshire Council, Swindon Borough Council, Wiltshire Constabulary, Wiltshire Fire and Rescue, the health authority, the Highways Agency and the Ministry of Defence.
- 1.11** The partnership operates on a two tier basis: a strategic decision making group and a delivery group. The strategic group comprises partnership representatives at a senior and elected member level who are able to commit resources to the partnership and agree the key road safety objectives to be delivered by the delivery group. The delivery group comprises practitioners and road safety experts able to develop interventions to meet the key road safety objectives.
- 1.12** Each individual partner representative has parent organisation objectives but works together to develop partnership road safety objectives targeted at the high risk areas as identified from a common collision investigation and data analysis.
- 1.13** The partnership actively seeks opportunities to work together to combine resources to improve the effectiveness and impact of road safety interventions and does this by following the 3E's approach.
- 1.14** In addition to the organisations represented on the partnership, other groups have an important part to play and are drawn into the partnership or consulted at key opportunities. These groups include other government agencies, parish and town councils, voluntary groups, local residents, businesses, the media and road user groups.

## **Intelligence and investigation**

- 1.15** Information on the current collision data is appended and contained in the 'Road Casualties in Wiltshire and Swindon – The twelfth joint report July 2010'.
- 1.16** The foundation to the road safety strategy is the gathering and interpretation of casualty, speed and condition data to enable the identification of key objectives. This allows partners to prioritise resources and provide the greatest benefits from casualty reduction interventions.
- 1.17** Wiltshire Council, with its partners, use the police populated 'Stats 19' database as a key source of information on collisions, killed and seriously injured (KSI) and slight injury casualties. Working with the police, the base data is interpreted to identify trends. This work is combined with other sources of information provided by the health authority or from local investigation to develop a strategic assessment document.
- 1.18** The strategic assessment is a document produced by the police authority but is used by the partnership to identify key trends and road safety priorities. The assessment contains a control strategy setting out specific key objectives based on current trends that are delivered



by the Wiltshire and Swindon Road Safety Partnership. Each highway authority partner undertakes additional work relating to the collection of traffic volume, speed, collision trends and condition on its highway network to compliment the strategic assessment.

## Key tools for implementation

- 1.19 Wiltshire Council's road safety strategy is fundamentally based on the proven approach of the 3E's: education, enforcement and engineering as identified in the Audit Commission report 'Changing Lanes' (2007).
- 1.20 The 3E's are the core tools used to achieve road safety objectives and reduce casualties. They are used in combination or isolation depending upon the objective and this blended approach provides access to differing skills and resources to maximise the benefits and achieve road safety objectives.

## Targets

- 1.21 Wiltshire Council is committed to improve safety for all road users and to reduce the number of casualties on Wiltshire's roads. Targets beyond 2010 have not yet been set by government. However, the government has stated that it is committed to ensuring that "road safety strategy is a priority" and that it is prepared to discuss "the road safety agenda post-2010, including the role of strategy and/or targets".
- 1.22 The recently published White Paper 'Creating Growth, Cutting Carbon' (January 2011), states that the Department for Transport (DfT) will be publishing a new strategic framework for road safety in spring 2011.



## 2 Road Safety Education

### Introduction

- 2.1** Collision prevention work is provided by Wiltshire Council road safety officers and is centred on education, training and publicity.
- 2.2** Road safety education training and publicity covers a range of transport options from motorised transport to sustainable transport such as walking and cycling.
- 2.3** Tables 2.1 and 2.2 below highlights the various educational road safety interventions offered and the demographic split of the programmes across the whole age range and from all sections of the community including the vulnerable and disadvantaged.
- 2.4** Road safety interventions are prioritised against factual data under the casualty reduction strategy. Vulnerable groups such as children, those from disadvantaged backgrounds, persons with special educational needs and those with physical disabilities are offered road safety education programmes targeted to their particular needs.

**Table 2.1 Road safety (education) interventions**

Target group	Safe sustainable transport (walking and cycling)
Ages 2 - 4	Parent and child road safety training and information. Provision of resources for pre-school and nursery groups.
Ages 4 – 6 (primary and infant school)	Child pedestrian safety programme 'Walk Safe' for key stage 1 delivered in schools
Ages 7 – 11 (primary and junior school)	Child pedestrian safety programme 'Walk Safe' for key stage 2 delivered in schools
Ages 10 – 11 (primary and junior school (Yr. 6))	'Making a Journey' key stage 2 programme for year 6. The transition to secondary school: independent travel freedom and responsibilities.
Primary schools key stages 1 and 2	Annual 'Be Safe Be Seen' campaign. Emphasises the importance of personal safety to parents, schools and children when walking and cycling in the winter months.
Ages 10 upwards	'Bikeability' level 2 training. On-road cyclist training delivered in accordance with nation guidelines by qualified professional cyclist trainers. Cycling proficiency training for schools not yet participating in 'Bikeability' training.
Ages 12 – adult	'Bikeability' level 3 training. Advanced on-road cyclist training with the emphasis on making a journey. Delivered in accordance with national guidelines by professional qualified cyclist trainers.
Special Educational Needs groups - adult and children	Pedestrian training programmes delivered in accordance with the specific needs of the group.
Adults and children with physical disabilities	Specialist cyclist training delivered by professional qualified cyclist trainers.

Target group	Safe sustainable transport (walking and cycling)
Children from disadvantaged backgrounds	Road safety workshops. Includes pedestrian safety and cycle safety
Adults	National Standard Instructor training courses for adults wishing to become 'Bikeability' instructors. Training to instruct children and adults at 'Bikeability' Level 1, 2 and 3.
Schools primary sector and secondary	Giving help and advice to schools regarding school travel planning. Encouraging schools to develop plans and encourage sustainable means of transport for the school journey such as walking and cycling. Training and instruction for 'Walking Buses'.
The school journey	Assessment of safe routes to school.

Table 2.2 Road safety (education) interventions

Target group	Motorised transport
Ages 0 – 2	In car safety advice for parents and health professionals
Drivers and riders	Drivers and riders who have been detected committing a Section 3 Road Traffic Offence, in breach of the 1998 Road Traffic Act and previous legislation
Newly qualified drivers	'Pass plus' promotion scheme. To encourage newly qualified drivers to take the Driving Standards Agency (DSA) pass plus scheme.
Older drivers	'Safer driving with Age' (SAge). Driver assessment scheme for older drivers either by self referral or General Practitioner referral.
Motorcyclists	'Bike Safe'. Wiltshire participates in the national Bike Safe scheme for motorcyclists. This is run in partnership with Wiltshire police. There are nine sessions a year for motorcyclists to attend.

- 2.5** Wiltshire Council supports Wiltshire Police by running and delivering the National Driver Improvement Scheme (NDIS) course on their behalf. The NDIS is an educational course for drivers and riders who have been detected committing a Section 3 Road Traffic Offence, in breach of the 1998 Road Traffic Act and previous legislation.
- 2.6** These courses are regulated by the Association of Chief Police Officers (ACPO) and must adhere to a national standard and are specifically targeted at educating driving offenders. The range of courses supported by ACPO is likely to change and extend to include motorcycle, driver compliance and a considerate driver course.
- 2.7** Wiltshire Council will look to support the provision of these courses and seek opportunities to enhance its other educational and publicity opportunities as a result. The council will look to develop efficient ways of providing road safety education such as the introduction of electronic remote learning (E-learning).

## School travel planning

- 2.8 The majority of schools in Wiltshire now have an approved travel plan. The council is committed to ensure that schools keep their plans up to date and actively support the implementation of their action plans.
- 2.9 Road safety officers visit schools to give help and advice with travel planning and to encourage schools to use sustainable means of transport for the school journey.

## Wiltshire obesity strategy group

- 2.10 The road safety strategy links in to the Healthy Schools Plus programme with walking and cyclist training. This training helps to encourage adults or children to have a more active lifestyle through activities which are easily accessible for all.

## Publicity

- 2.11 Targeted publicity can provide a high degree of impact and if part of an ongoing programme can maintain a key safety message to bring about cultural change.
- 2.12 The Wiltshire and Swindon Road Safety Partnership maintain a calendar of promotional events and opportunities. Activities to be supported by the partnership are agreed and a lead organisation identified. Publicity and promotional work is developed to target local (as identified from the strategic assessment) and national themes.
- 2.13 In general, the council does not produce its own publicity material but uses appropriate material produced free of charge by the DfT and purchases resources from other organisations such as Road Safety Great Britain and the London Accident Prevention Trust. Any outside resources used are badged to reflect that they are from Wiltshire Council.
- 2.14 Wiltshire Council attends various community events and is able to support projects such as family learning days, youth projects with road safety initiatives, cycle skill sessions and road safety training for young or disadvantaged children. The council also provides support to activities led by our partners.



## 3 Road Safety Enforcement

### Introduction

- 3.1 The Police generally take the lead on enforcement of road traffic law. However, of particular importance is the enforcement of speed restrictions which is considered a partnership matter. This approach is underpinned by the development of a speed management strategy which sets out measures and levels of intervention resulting from excessive speeding.
- 3.2 The speed management strategy has been developed by the Wiltshire and Swindon Road Safety Partnership and it assigns a level of intervention based on evidence of speeding and collision history. Interventions can include the uses of safety cameras, engineering measures, temporary and permanent vehicle actuated signage and Community Speed Watch.

### Safety camera partnership

- 3.3 The activities of the safety camera unit were integrated into the wider road safety partnership following the changes to funding announced by the DfT at the end of 2005. Since that time, a mix of road safety measures have been considered at sites in accordance with the speed management strategy. Safety cameras have remained the most effective direct intervention for reducing traffic speeds.
- 3.4 At the time of writing, uncertainty regarding the level of future funding and the decision to suspend the use of fixed cameras by Swindon Borough Council has prompted the decision by the Wiltshire and Swindon Road Safety Partnership to cease operation of the camera unit in its existing form by the end of 2010.
- 3.5 Wiltshire Council will be holding discussions with the Police to develop an alternative enforcement approach and modify the speed management strategy accordingly within the next six months. It is envisaged that speed enforcement will be coordinated with the Police, targeting high risk sites based on evidence. However, the future use of safety cameras will require greater certainty of funding. The likelihood is that fixed cameras in their current form will no longer be used in the future.
- 3.6 In discussions with the Police to modify the speed management strategy, Wiltshire Council would wish to ensure that other opportunities are considered that make best use of emerging technology, such as average speed cameras that serve a dual role in enforcement and network management.

### Speed Limits

- 3.7 With regard to speed limits, in general, a cautious approach to the introduction of new speed restrictions is adopted. The aim in Wiltshire is to introduce speed restrictions that are respected and observed by drivers, thus making a positive contribution to road safety. From the extensive research undertaken by the government, the most important factor influencing the speed at which drivers travel is the character and appearance of the road.

### Speed limit review

- 3.8 Wiltshire Council is in the process of completing a review of existing speed limits on A and B Class roads following the request from central government contained within the DfT circular 01/06 – 'Setting Local Speed Limits'.



- 3.9** A technical assessment of all A and B class roads has been completed, and subsequent recommendations published. It is envisaged that work will be completed in 2012 following which the council will begin a review of 'C' Class and Unclassified roads. This further review will not commence before the completion of changes on the A and B network.

## **20 mph restrictions**

- 3.10** The DfT has recently consulted with all local highway authorities with regard to the proposed revision of Circular 01/06 'Setting Local Speed Limits', in particular the guidance relating to the introduction of 20 mph zones and 20 mph speed limits. The council anticipates that these changes will introduce a less prescriptive approach in setting 20 mph speed limits and encourage a more flexible approach by highway authorities based on local circumstances, casualty reduction and wider community benefits.
- 3.11** Wiltshire Council has made use of the guidance contained within DfT circulars 05/99 (20 mph Speed Limits) and 01/06 (Setting Local Speed Limits). These respective documents provide a clear designation between 20 mph zones and 20 mph limits and outline the circumstances in which they are used.

## **20 mph zones and 20 mph limits**

- 3.12** 20 mph zones are now widespread and there is clear evidence they have proved an effective tool in reducing road casualties, particularly in urban and residential areas. Successful 20 mph zones must be considered as self-enforcing as the Police will not routinely carry out enforcement activities. Speed reduction is typically achieved through formal engineering measures such as traffic calming (humps, chicanes and pinch-points, etc).
- 3.13** The 20 mph zone is well established good practice in Wiltshire with the control of vehicle speeds to below 20 mph in all new residential developments considered a key element of residential street design. Integrated transport (small) schemes have brought about the introduction of 20 mph zones in many urban areas.
- 3.14** 20 mph limits are indicated by terminal speed limit and repeater signs placed at regular intervals along the length in question. These 'sign only' limits were generally advised for use only on roads where existing traffic speeds were a little over 20 mph (the best guide being 24 mph or less) on the assumption that the placing of 20 mph signs may act as an additional warning to drivers but that any reduction in speed is likely to be relatively small. Below is an extract from Circular 05/99 which states: "Extreme caution should be exercised when considering 20 mph limits with no supporting speed reducing figures. The weight of evidence points strongly to sign only 20 mph limits having little or no effects on traffic speeds".
- 3.15** Since the publication of circular 05/99, further research on 20 mph speed limits has been undertaken. The initial results of a recent area wide trial carried out by Portsmouth City Council indicates greater speed reductions than previously thought can be achieved through sign only limits. It is anticipated that the revised DfT circular 01/06 will recognise this and result in a relaxation of policy for 20 mph limits.

## **Wiltshire 20 mph speed limit trial**

- 3.16** In anticipation of the formal publication of revised guidance contained within circular 01/06, Wiltshire Council is seeking to develop a supporting local policy for the future use of 20 mph speed limits in villages and other rural communities within the county. To assist with this process, the council began undertaking a series of 20 mph speed limit trials at a number of selected locations across the county in 2010/11.

- 3.17** It is assumed that the revised DfT guidance will be published and made available to highway authorities during 2011. The revised guidance and results of the trial will be used to formulate a local policy which will outline the future use of 20 mph speed limits in Wiltshire.

## **Community speed watch**

- 3.18** Community Speed Watch (CSW) is a key method of managing speed in local communities. Wiltshire's CSW process is designed to address local speeding issues and respond to them with evidence based analysis and supports the formation of CSW volunteer groups.

### **Working with Area Boards**

Road safety issues regarding speeding which are raised with area boards are analysed by the council. Typically, in accordance with laid down criteria, one of the following actions is then recommended in liaison with the respective area board:

- use of Community Speed Watch
- installation of a speed indication device
- refer to Wiltshire Constabulary to take enforcement action.

- 3.19** Community Speed Watch is a partnership initiative operating in Wiltshire and supported by the Wiltshire and Swindon Road Safety Partnership using the combined efforts of the local residents, parish and town councils and area boards.
- 3.20** Community Speed Watch will help people reduce speeding traffic through their local community and enables volunteers to work within their community to raise awareness of the dangers of speeding and to help control the problem with direct action using approved speed monitoring equipment. Community Speed Watch is not speed enforcement, this is conducted by trained and qualified staff within Wiltshire Police.
- 3.21** Community Speed Watch is a key tool in supporting the Wiltshire and Swindon Road Safety Partnership in its goal to reduce casualties and is specifically set up to engage with the community in addressing speed related offending.
- 3.22** The main objectives of Community Speed Watch are to:
- secure a reduction in vehicle speeds
  - reduce the numbers of collisions and casualties
  - improve quality of life for all
  - reduce noise and pollution
  - raise public awareness of inappropriate speed.
- 3.23** Community Speed Watch volunteer groups carry out speed monitoring in their community and record vehicles exceeding the speed limit. The recorded vehicles are checked via the Police national computer and a warning letter is sent to the registered keeper. If there are vehicles found to be persistently offending they will be targeted by the Police with a view to issuing a fixed penalty notice or to instigate court proceedings.

## Temporary speed indicator devices

- 3.24** Wiltshire Council has developed a rolling programme of deploying temporary speed indicator devices (SIDs) at sites with an identified speed issue. Currently the council holds stock of 18 units and these are placed periodically at sites meeting the required speed threshold as set out in the speed management strategy.
- 3.25** Speed indicator devices are used as a tool to raise driver awareness of speeding at specific locations and are positioned effectively for short periods. The objective is to bring about a cultural change and reduce traffic speeds and the risks of a collision.
- 3.26** Speed indicator devices are used to support enforcement work including CSW and the devices are assigned to lengths of the highway network rather than specific locations. Communities are encouraged to suggest alternative positions for the devices within any given length and this process is administered locally through Wiltshire Council's parish stewards.
- 3.27** The SID deployment programme is reviewed on a quarterly basis and sites are re-evaluated on a three year cycle to ensure devices are located where they will have the highest impact on driver behaviour. Evaluation of the effectiveness of the SID programme will be included with the overall intelligence and data gathering exercise undertaken by the road safety partnership.

## 4 Road Safety Engineering

- 4.1 The resources available for collision reduction, local safety schemes, which involve engineering measures are targeted at the sites identified through the speed management strategy as having a speed and collision problem.
- 4.2 Resources are prioritised to focus on sites with the highest casualty risk as determined by monitoring the injury collisions that occur on Wiltshire's roads to establish the cluster sites, and A and B classification roads with an above typical collision rate. The cluster sites are the locations (i.e. bends and junctions, etc. where three or more injury accidents have occurred in the last three year period. The collision data is subject to detailed analysis to establish characteristics, causes and to identify treatable action. Regular liaison takes place with the Police on collision sites.
- 4.3 Annually, Wiltshire Council identifies the collision sites from the cluster list and sections of roads with above typical collision rates to be treated in the forthcoming year with the funds allocated for local safety schemes.
- 4.4 The key areas of work are to:
- identify accident problem sites
  - improve traffic signing and road markings
  - review speed limits
  - improve skidding resistance at problem sites
  - improve junction layouts
  - improve road surfaces and crossing facilities for pedestrians and cyclists
  - introduce traffic calming
  - use permanent vehicle activated road signs (VAS)
  - use new materials such as coloured surfacing to enhance safety measures
  - use new technology to collect traffic data
  - consider the application of new equipment for keeping roads safer in winter conditions.
- 4.5 Wiltshire Council was involved in the trial of VAS to assess their effectiveness in reducing road collisions and has also been involved with the development and testing of traffic calming techniques which make greater use of psychological (non-physical) measures to reduce traffic speeds.
- 4.6 Engineering solutions will also be considered at sites where there is a collision history and where the use of Community Speed Watch or temporary speed indication devices (SIDs) has proved ineffective, or where these measures are not applicable. It is proposed that the use of VAS can be extended to other sites if local communities are prepared to contribute to the installation and running costs. These sites will have to be suitable and meet the speed criteria.
- 4.7 Local safety schemes can comprise a number of different solutions and great emphasis is placed on ensuring schemes are developed to meet a wider need. Opportunities and risks are considered for all engineering schemes and local safety schemes are designed not only to improve safety and reduce collisions, but where possible, provide enhanced opportunities for sustainable travel, greater connectivity and improve accessibility including enhancing facilities for the disabled.

- 4.8** Schemes are developed in accordance with DfT guidance and follow best practise to ensure impacts on the environment are minimised and effective mitigation is used. Wiltshire Council work closely with government agencies, including Natural England and the Environment Agency, to ensure that schemes not only comply with legislation but also enhance the surrounding environment and mitigate damage where possible.
- 4.9** With its supply chain partners, Wiltshire Council operates an environmental management system (EMS) to ensure that impacts of schemes are evaluated at the design stage to ensure effective mitigation is developed to minimise impacts on the landscape, air quality and biodiversity. Environmental management and planning continues into the construction phase where accredited EMS systems are a contractual requirement.



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